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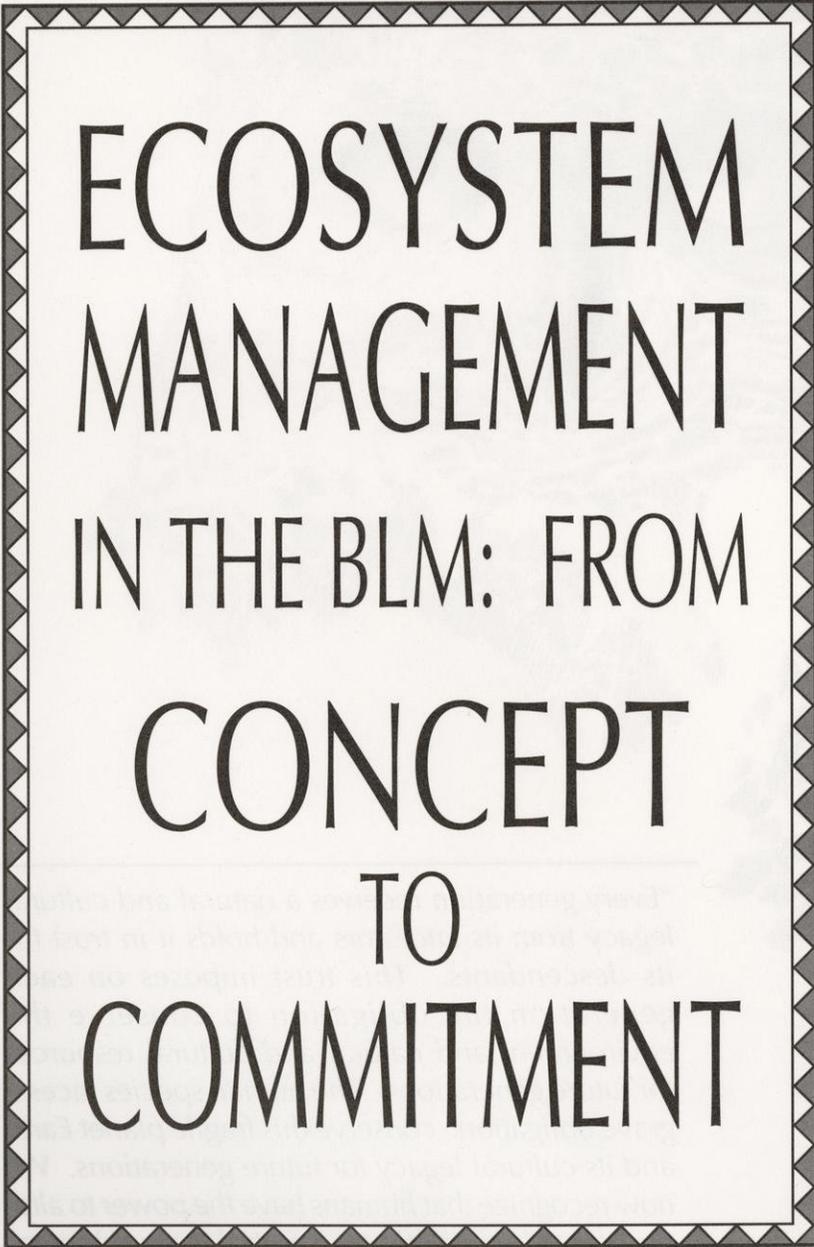
JANUARY 1994



ECOSYSTEM
MANAGEMENT
IN THE BLM: FROM
CONCEPT
TO
COMMITMENT



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT



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BLM/SC/GI-94/005+1736
January 1994





"Every generation receives a natural and cultural legacy from its ancestors and holds it in trust for its descendants. This trust imposes on each generation the obligation to conserve the environment and natural and cultural resources for future generations. The human species faces a grave obligation: conserve this fragile planet Earth and its cultural legacy for future generations. We now recognize that humans have the power to alter the planet irreversibly, on a global scale. Humans must be concerned with the condition of the planet that is passed on to future generations."

*E. Brown-Weiss
Environment, 1990*

DIRECTOR'S PREFACE

Dear Colleagues:

Secretary of the Interior Bruce Babbitt has spoken of the need to develop a "new American land ethic" that is both ecologically responsible and socially responsive. The Bureau of Land Management (BLM), with stewardship responsibilities for over 270 million acres of public lands and 300 million acres of subsurface mineral estate, can play a substantial role in developing and implementing such a new land ethic.

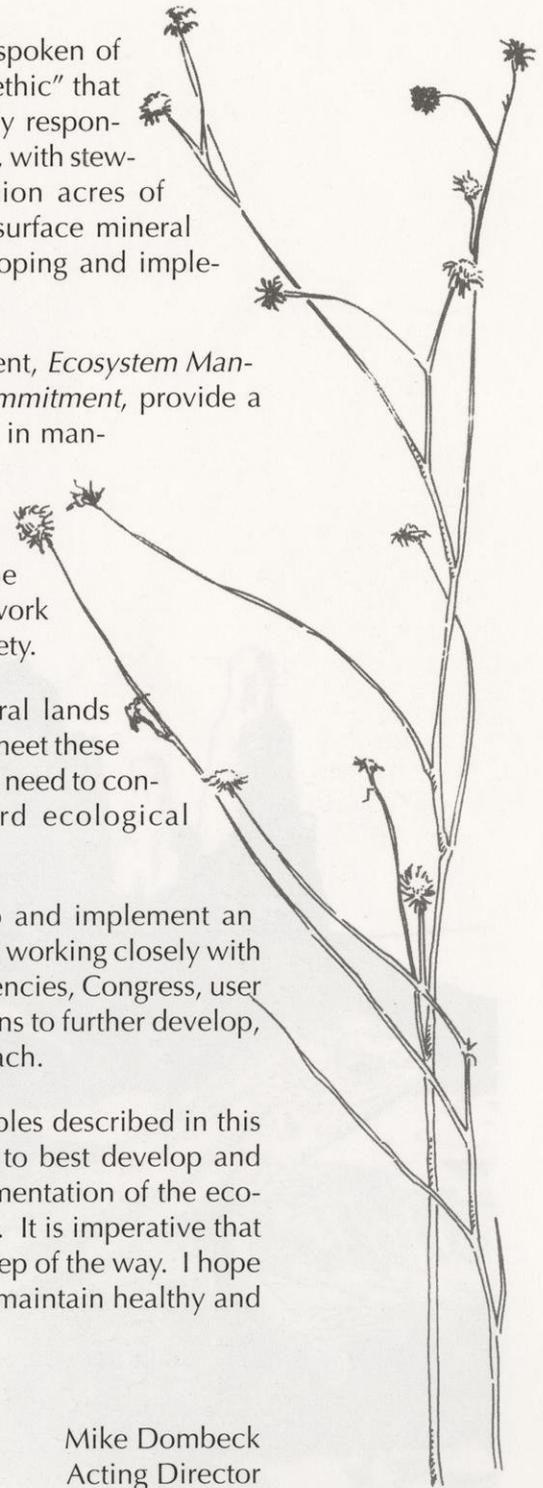
The principles contained within this document, *Ecosystem Management in the BLM: From Concept to Commitment*, provide a new philosophy and a fundamental change in management of the public lands and their resources. As Director of the BLM, I intend to make certain that the principles of ecosystem management frame administration of the public lands. The time has come for us to work with nature for the long-term benefit of society.

The public's expectations and use of Federal lands grow daily. It is the challenge of the BLM to meet these expectations within the limits imposed by the need to conserve biological diversity and safeguard ecological sustainability.

We are not alone in our efforts to develop and implement an ecological approach to management. We are working closely with other State and Federal land management agencies, Congress, user and public interest groups, and private citizens to further develop, refine, and implement the ecosystem approach.

Please send me your thoughts on the principles described in this document. I welcome your input on how to best develop and implement ecosystem management. Implementation of the ecosystem approach will not be a static process. It is imperative that we continue to work with the public every step of the way. I hope you will join us in our efforts to restore and maintain healthy and productive public lands.

Mike Dombeck
Acting Director



DIRECTOR'S PREFACE

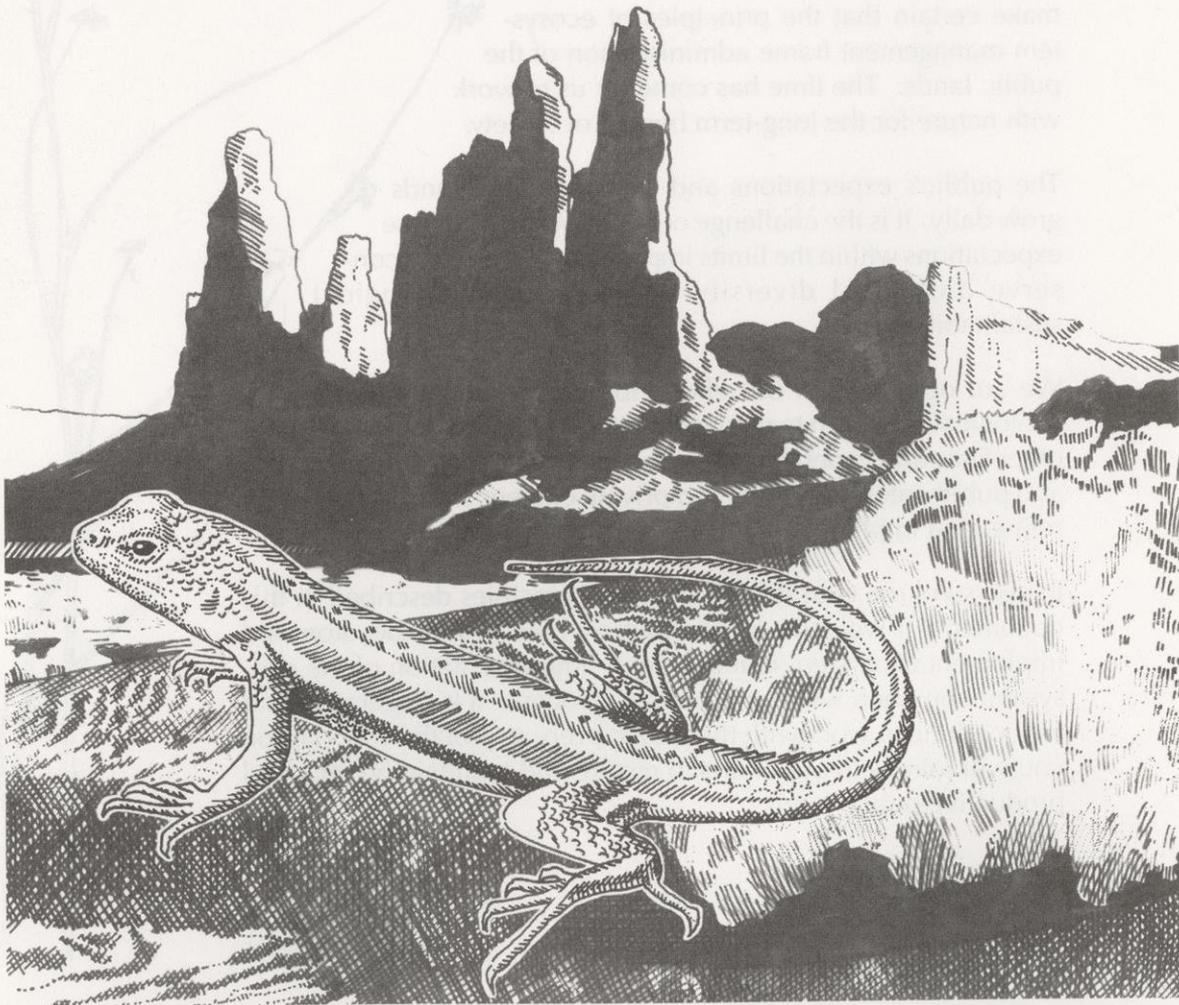
Dear Colleagues,

Secretary of the Interior Bruce Babbitt has spoken of the need to develop a new American land ethic. This is both ecologically responsible and socially responsible. The Forest of Land Management (FLM) will now accept responsibilities for over 570 million acres of public lands and 100 million acres of adjacent federal lands. We play a substantial role in developing and managing such a new land ethic.

The plan for the forest is contained within the document, "Forest System Management Plan for the FLM." From Concept to Commitment provides a new perspective and a fundamental change in management of the public lands and their resources.

As Director of the FLM, I intend to ensure that the plan is implemented. The plan is a long-term commitment to the public lands. The time has come for the public to take a leadership role in the management of the public lands.

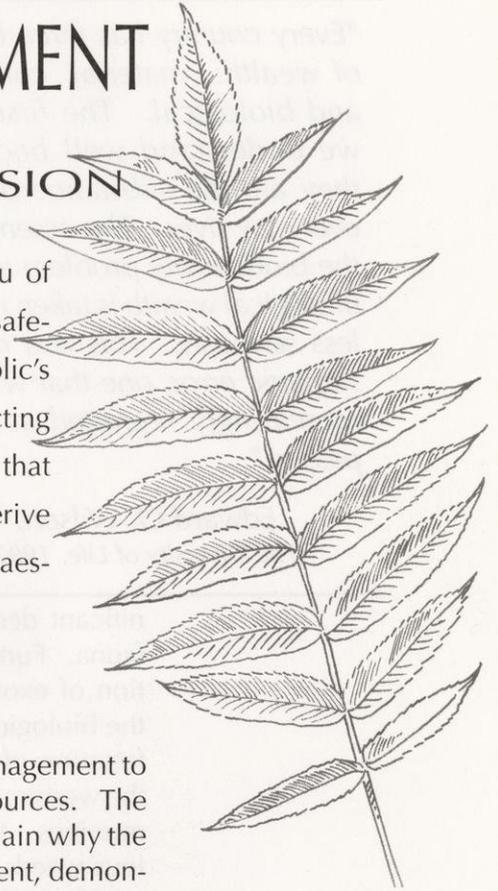
The public's expectations are high. It is a challenge to meet these expectations. The time has come for the public to take a leadership role in the management of the public lands.



ECOSYSTEM MANAGEMENT IN THE BLM: FROM CONCEPT TO COMMITMENT

INTRODUCING A NEW VISION

The U.S. Department of the Interior's Bureau of Land Management (BLM) is committed to safeguarding the ecological sustainability of the public's lands. By conserving the diversity and protecting the integrity of the land, the BLM will ensure that present and future generations continue to derive economic, recreational, social, cultural, and aesthetic benefits from public lands.



INTRODUCTION

The BLM has adopted the principles of ecosystem management to guide its management of the public's lands and resources. The purpose of this paper is to define those principles, explain why the BLM is adopting an ecosystem approach to management, demonstrate how ecosystem management differs from present management, and discuss the opportunities and challenges brought on by the BLM's new management philosophy.

What is Ecosystem Management?

Ecosystem management recognizes that natural systems and processes must be sustained in order to meet the social and economic needs of future generations.

Ecosystem management is the integration of ecological, economic, and social principles to manage biological and physical systems in a manner that safeguards the long-term ecological sustainability, natural diversity,

"The only remaining frontiers in America are found in the spirit of its people. Our charge is to reconcile and nurture that spirit with what stands before us today. We cannot hope to meet the long-term needs of society without first securing the health of the land."

*Dr. M. Dombeck
Acting BLM Director*

and productivity of the landscape. The primary goal of ecosystem management is to conserve, restore, and maintain the ecological integrity, productivity, and biological diversity of public lands. Among other things, sustainable ecosystems provide habitat for

“Every country has three forms of wealth: material, cultural, and biological. The first two we understand well because they are the substance of our everyday lives. The essence of the biodiversity problem is that biological wealth is taken much less seriously. This is a major strategic error, one that will be increasingly regretted as time passes.”

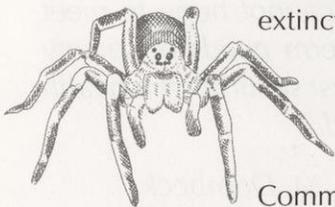
*Edward O. Wilson,
The Diversity of Life, 1992*

fish and wildlife, clean drinking water for communities, wood fiber, forage, and recreational opportunities.

Why is an Ecosystem Approach to Management of the Public Lands Necessary?

The cumulative effects of past activities on public and private lands have often led to degraded aquatic and riparian systems; less productive rangeland conditions; fragmented plant, animal, and fish habitats; and forest health problems. Human population growth, increased use, fire exclusion, flood control, and other factors also have contributed to degradation of the public lands and caused significant declines in the range and numbers of native flora and fauna. Furthermore, the intentional and unintentional introduction of exotic plant, terrestrial, and aquatic species jeopardizes the biological diversity of the public lands. For example, the infestation of exotic, noxious weeds threatens the productivity of the western rangelands and the viability of many native plant communities. About 8 million acres of BLM land are infested by noxious weeds, which spread at about 14 percent per year. In other words, 2,000-3,000 acres of productive BLM lands are lost to noxious weeds per day.

Nonetheless, public lands are the last refuges for many vanishing species. For example, over 191 federally listed threatened and endangered plant and animal species and over 1,100 candidate species occur on BLM lands. BLM lands provide habitat for at least 109 salmon and steelhead stocks that are at risk of extinction.



Ecosystem management safeguards ecological integrity and provides economic opportunity.

Communities whose economies depend on public lands are often the most seriously affected by ecological degradation. The declining timber and commercial and recreational fishing industries of the Pacific Northwest, for example, demonstrate the economic

repercussions and social displacement that can accompany ecosystem degradation. Conservation efforts on public lands can make a critical difference to the viability of vulnerable plant and animal species and the stability of local economies. Poor forest and rangeland health, degraded riparian areas, and inferior aquatic habitats can threaten species' viability, resource productivity, and ultimately, the overall sustainability of ecological systems.

How is Ecosystem Management Different From Current Management?

Traditionally, resource management strategies in the West have emphasized commodity production and the commercial use of natural resources. Management objectives were often designed to expedite the development, extraction, and/or production of resources on public lands. Other uses and values, such as wildlife and fish habitats; some recreational activities; and cultural, scenic, and aesthetic resources, were often viewed as constraints or mitigation for more intensive uses.

Management strategies that emphasize commodity production tend to separate BLM programs along functional lines. This lack of internal coordination detracts from the agency's ability to develop coherent and integrated management strategies with other government agencies, user groups, private landowners, and other interested parties.

Ecosystem management will assist the BLM in coordinating efforts to maintain the land's health at multiple geographic levels. Ecosystems do not have absolute or permanent boundaries. They change and evolve in response to both human influence and natural events. Because ecological systems do not always correspond to existing administrative boundaries, the BLM will encourage partnerships, share management responsibilities, and when appropriate, establish common management goals with other Federal, State, and private land managers; local communities; and other interested parties.

Ecosystem management will not eliminate the necessity for making difficult choices. The overriding objective of ecosystem management is to ensure the ecological sustainability of the land. Ecological factors impose explicit limits on land use. The BLM will make management decisions with a better informed understanding of the relationship among land management activities, site capability, social and economic demands, and ecological health and sustainability. Resources will be allocated within the

"It is unfortunate that we must deal at the level of individual species. This forces us to focus attention on single parts of ecosystems, while ecosystems themselves should be the subjects of our efforts. Endangered species are nonetheless the messengers of change, and we must heed their message."

*Stewart L. Udall
Forward to Battle Against Extinction:
Native Fish Management in the
American West, 1991*

constraints dictated by maintaining long-term ecosystem health. BLM sometimes lacks critical baseline information on the historic and present conditions of the public lands. Obtaining baseline data is a BLM priority that will enable the agency to make better informed decisions about the public lands.

The BLM is responsible for 300 million acres of subsurface mineral estate. The leasing and operations of these lands should be conducted by the same principles that are applied to BLM surface lands. The BLM will participate appropriately in aspects of leasing and operations to ensure that they conform to the principles of ecosystem management.

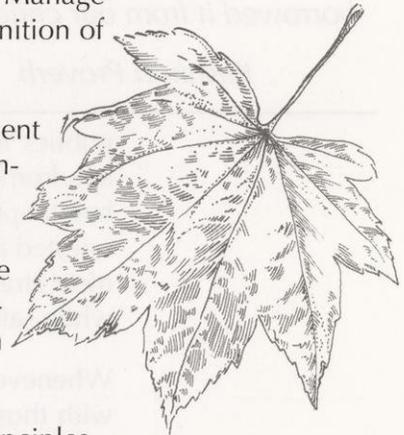
Ecosystem management provides a framework in which scientific information will be used to more objectively evaluate resource trade-off decisions. Successful implementation of ecosystem management principles hinges on the integration of scientific information with resource management and allocation decisions. The BLM will ensure that short-term economic and political objectives are integrated with long-term objectives designed to restore and maintain ecosystem integrity, productivity, and diversity. As new information becomes available, management direction will be modified to ensure that BLM lands maintain ecological sustainability.



ECOSYSTEM MANAGEMENT PRINCIPLES

The principles described below are consistent with the mission of the BLM as outlined in the Federal Land Policy and Management Act (FLPMA), which includes the following definition of "multiple use" (43 U.S.C. 1702(L)):

"... [H]armonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination that will give the greatest economic return or the greatest unit output."



BLM management actions will be governed by the principles described below:

- *Sustain the productivity and diversity of ecological systems*

The BLM will manage the public lands to sustain ecological processes and functions in order to provide resilience to short-term stress and adaptation to long-term change. We will conserve, maintain, and restore the ecological integrity of the land and provide for human values, products, and services within the limits of ecological sustainability.

- *Gather and use the best available scientific information as the cornerstone for resource allocations and other land management decisions*

The BLM will use scientific information (including biological, physical, economic, and social), research, new technologies, and the results of monitoring to determine appropriate local, landscape, and regional management strategies. Closer working relationships between researchers and managers will be encouraged to better understand the effects of management activities on the land. The BLM will work cooperatively with other Federal and State agencies, researchers, local governments, and universities to prioritize restoration of degraded public lands. We will also work with these groups to develop methodologies and technologies to restore impaired ecosystems.

"We cannot afford to drag our feet until a species is at the brink of extinction and then argue about protecting its last small corner of habitat."

Bruce Babbitt, 1994

- *Involve the public in the planning process and coordinate with other Federal, State, and private landowners*

"We have not inherited the land from our forefathers, we have borrowed it from our children."

Kashmiri Proverb

Most resource issues require coordination and cooperation among public and private land managers. The BLM will form partnerships and exchange data with Federal, State, and private land managers, researchers, universities, Native American tribes, and interested

publics to resolve multijurisdictional resource issues, such as anadromous fish conservation and restoration, migratory bird habitat protection, and air and water quality. Input from all interested and affected parties will be sought to develop management strategies that provide for social and economic well-being while safeguarding ecosystem health.

Whenever possible, the BLM will integrate management efforts with those of private landholders and assist in conserving and restoring the health and productivity of the land. However, the BLM has no management authority on private lands and will work only with interested landholders. The BLM will not attempt to dictate private land practices.

"The effort to control the health of the land has not been very successful. It is now generally understood that when soil loses fertility, or washes away faster than it forms, and when water systems exhibit abnormal floods and shortages, the land is sick."

Aldo Leopold

Wilderness as a Land Laboratory,
1941

- *Determine desired future ecosystem conditions based on historic, ecologic, economic, and social considerations*

The BLM will coordinate across administrative and political boundaries to assist in determining the desired future condition of ecosystems. In order to safeguard sustainable ecosystems, ecological, economic, political, and social factors will be considered to determine appropriate resource uses, cost of uses, products, and services on the public lands.

- *Work to minimize and repair impacts to the land*

Land-disturbing management activities on the public lands such as grazing, mining, timber harvest, right-of-way developments, and some recreation activities will be conducted in a manner that minimizes ecosystem fragmentation and degradation and maintains the ecological health and diversity of the land. All management activities will include rehabilitation provisions that safeguard the long-term diversity and integrity of the land.



- *Adopt an interdisciplinary approach to land management*

Presently, different programs within the BLM are too often functionally isolated by their own specific areas of interest and expertise. In the future, BLM programs that are currently separate will work together to set priorities and objectives to ensure consistency among different program areas. For example, the BLM's range, wildlife and fisheries, forestry, recreation, and minerals disciplines will establish common objectives and management prescriptions for activities within critically important riparian areas. Program advocacy will yield to the common objective of conserving and restoring sustainable ecosystems.

"...it should not be so hard to mesh the needs of the lands and the waters and the people. They ought to be the same. In the last analysis, they are the same."

Charles F. Wilkinson

Crossing the Next Meridian, 1992

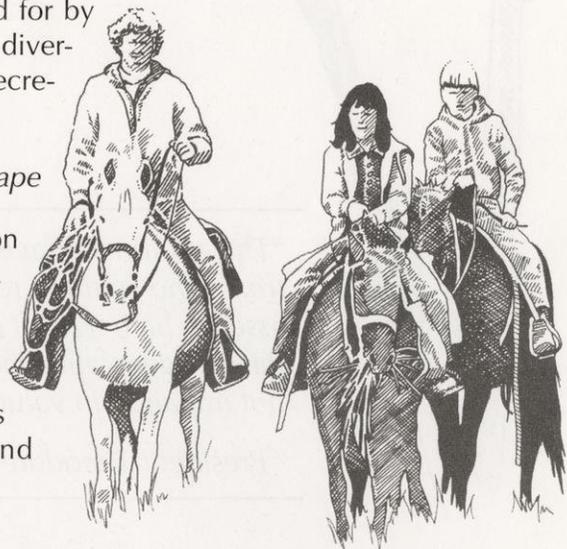
- *Base planning and management on long-term horizons and goals*

The BLM will plan, manage, and monitor over the long term. Sustaining ecosystems requires that sound, long-term ecological objectives are defined before short-term commercial and political objectives are identified. The BLM will develop measurable and quantifiable resource condition objectives whenever possible. Upward trends and patterns in ecosystem health will be used to define resource objectives. Resource objectives will be met if: 1) site-specific and landscape conditions are at a desired condition, or 2) the health of the land is improving.

Local management actions influence resource conditions well beyond adjacent borders. For this reason, the effect of management actions will be considered at the local, regional, and national levels. The BLM has a unique responsibility to protect public resources that are not provided for by economic markets, such as biological diversity and aesthetic, cultural, and some recreational values.

- *Reconnect isolated parts of the landscape*

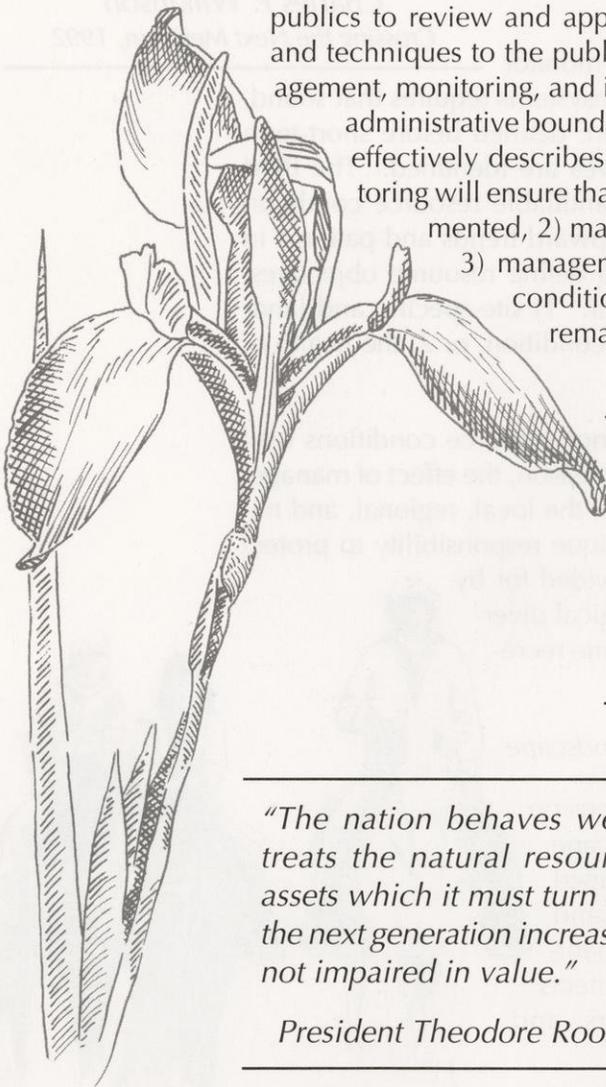
BLM management actions will focus on connecting all parts of the landscape. For example, rivers will be managed in association with floodplains, and management activities in upland habitats will be considered for their effects on riparian areas, surfacewaters, and groundwaters.



- *Practice adaptive management*

Monitoring and inventory information will be used to assess the effect of management actions on ecosystem health. The results of monitoring will be integrated into management decisions and management will be adapted as resource conditions warrant. Management prescriptions will adapt to changing ecosystem conditions; consider the management actions of other Federal, State, and private landowners; balance the effects of management on the condition of the land; and attain stated objectives. Monitoring programs will clearly describe baseline resource threshold levels, which, if exceeded, will trigger delay, modification, or cancellation of management activities and/or refinement of management direction.

The BLM will coordinate with other agencies and interested publics to review and apply appropriate monitoring methods and techniques to the public lands. Whenever possible, management, monitoring, and inventory will be coordinated across administrative boundaries and conducted in a manner that effectively describes the health of an ecosystem. Monitoring will ensure that: 1) management direction is implemented, 2) management direction is effective, and 3) management assumptions about ecological conditions and their response to treatments remain valid over time.



"When we try to pick out anything by itself, we find it hitched to everything else in the universe."

John Muir

My First Summer in the Sierra, 1911

"The nation behaves well if it treats the natural resources as assets which it must turn over to the next generation increased and not impaired in value."

President Theodore Roosevelt

MOVING TOWARD ECOSYSTEM MANAGEMENT: OPPORTUNITIES IN THE BLM

The BLM is participating in a number of efforts that are consistent with many of the principles of ecosystem management. Several of these are described below.

California Bioregions

In California, the BLM signed a Memorandum of Understanding with other Federal, State, and County partners to develop a coordinated, statewide biodiversity planning strategy. The effort coordinates the actions of the principal land management agencies under the long-term goal of conserving the rich natural heritage of each major bioregion in California while maintaining economic growth and development.

"During the past two decades it has become evident that knowledge no longer limits our ability to protect native fishes. Most endangered species can be recovered, if we choose."

*James E. Deacon &
W.L. Minckley
Western Fishes and the Real World:
the Enigma of "Endangered Species"
Revisited, 1991*

Bring Back the Natives

The BLM, the Forest Service, and the National Fish and Wildlife Foundation are in the third year of a cooperative aquatic species restoration campaign that emphasizes interagency coordination, watershed management, and improved land use practices to conserve and restore aquatic and riparian habitats on Federal lands.

Forest Conference Activities

On April 2, 1993, President Clinton convened a Forest Conference in Portland, Oregon. The President directed the Federal land management agencies to provide him with a scientifically sound, socially responsive, ecologically credible, and legally responsible plan that would address old growth forest issues, such as the controversy over protecting the northern spotted owl in the Pacific Northwest. A multidisciplinary, interagency team developed a series of forest management alternatives for the President's review. The team's key objective was to develop management prescriptions that would safeguard the viability of native species and allow for the production of a sustainable level of goods and services. Included in the management direction are provisions that prohibit timber harvest in critically important riparian areas until it is proven that riparian management objectives can be met.

"The one process now going on that will take millions of years to correct is the loss of genetic and species diversity by the destruction of natural habitats."

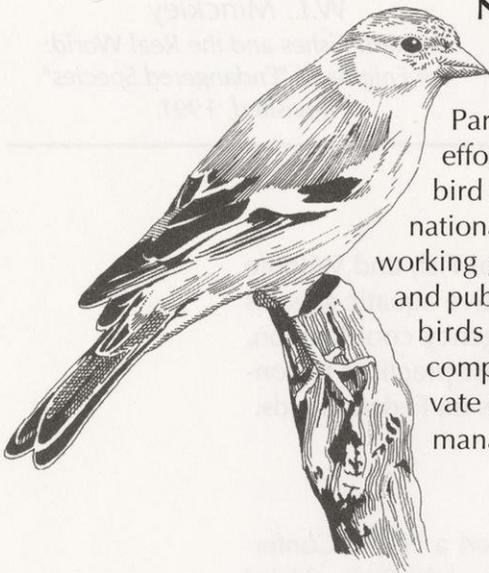
Aldo Leopold
The Ecological Conscience, 1947

PACFISH (Pacific Salmon and Steelhead Recovery Strategy)

The BLM and the Forest Service merged efforts to develop a common strategy to conserve and restore anadromous salmonid habitats on public lands in March 1993. The strategy, known as PACFISH, would conserve and restore Pacific salmon and steelhead habitats and associated watersheds on Federal lands

in the West. PACFISH stresses the integration of sound scientific and research information with on-the-ground management direction. The PACFISH strategy also formed the aquatic and riparian components of the preferred option developed by the Forest Conference.

Neotropical Migratory Birds/ Partners in Flight



Partners in Flight is a coordinated, international effort designed to conserve neotropical migratory bird species and associated habitats. It establishes national, regional, state, and physiographic province working groups that coordinate monitoring, research, and public education efforts on neotropical migratory birds and their habitats. Working groups are comprised of Federal and State agencies and private organizations that work together to integrate management efforts for migratory birds.

"The practice of conservation must spring from a conviction of what is ethically and esthetically right, as well as what is economically expedient. A thing is right only when it tends to preserve the integrity, stability, and beauty of the community, and the community includes the soil, waters, fauna, and flora as well as people."

Aldo Leopold
The Ecological Conscience, 1947

MOVING TOWARD ECOSYSTEM MANAGEMENT: CHALLENGES FOR THE BLM

The BLM is faced with numerous legislative, political, regulatory, programmatic, and cultural obstacles that may hinder the successful implementation of ecosystem management. Our ability to resolve these and other issues will directly influence the effectiveness of ecosystem management.

Management Incentives

Historically, Federal agencies have often been rewarded for achieving targets based on the production of commodities. Other objectives, especially those that were non-consumptive, such as aesthetic and scenic values and some recreation, were sometimes neglected. Since the production of all goods and services is dependent on ecosystem health, managers' overriding objective should be to maintain naturally diverse and sustainable ecological systems. Federal agencies should develop management incentives that are based on the present state and desired future upward trend of resource conditions (with consideration given to the effects of past activities and natural events on the land; i.e., fire, drought, etc.). Managers will be responsible for resource conditions and trends that contribute to/or degrade ecosystem health. The reasons for declining resource trends will be identified and addressed.

Managers will be provided training opportunities designed to facilitate the implementation of ecosystem management. Interdisciplinary training will be provided to BLM employees with an emphasis on developing both cross-cutting and scarce skills in areas such as hydrology, fire ecology, geomorphology, and soils and aquatic ecology.

Administrative Boundaries

Agency attempts to implement an ecosystem approach to management are complicated by the presence of administrative boundaries that typically do not correspond to ecologically based boundaries. Boundaries for the public lands were primarily delineated to accomplish social and political goals. Ecosystems occur at a variety of scales, and Federal agencies are rarely the sole manag-

"The entire U.S. government ought to understand the economic significance of a healthy environment as a kind of infrastructure supporting future productivity. If it is destroyed, many jobs now at risk will be lost."

*Al Gore
Earth in the Balance, 1992*

"No important change in human conduct is ever accomplished without an internal change in our intellectual emphases, our loyalties, our affections, and our convictions."

Aldo Leopold
The Ecological Conscience, 1947

ers of large, self-contained ecological systems. In addition, State and Federal agencies often operate under different legislative mandates.

The agencies' ability to recognize ecologically based boundaries would assist them to define long-term resource condition trends and objectives from a landscape perspective and would greatly enhance the ability of resource managers to predict and assess the effects of management activities on the land.

The BLM is entering into agreements and partnerships with private and Federal land managers to coordinate planning, adaptive management, and monitoring.

The Role of other Agencies, Universities, and Researchers

"The one process now going on that will take millions of years to correct is the loss of genetic and species diversity by the destruction of natural habitats. This is the folly our descendants are least likely to forgive us."

Edward O. Wilson
Biophilia, 1984

The National Biological Survey (NBS), Forest Service Research Stations, Environmental Protection Agency (EPA), Agricultural Research Service (ARS), university research programs, and others could assist land management agencies in integrating administrative boundaries with ecologically based boundaries in order to:

- Work with other agencies to evaluate the effects of management activities across administrative boundaries;

- Map the habitats of threatened and endangered species and rare flora and fauna on public lands;
- Identify sustainable commodity production levels within an ecologically based boundary (e.g., timber harvest in a watershed, forage production across a landscape); and
- Implement threatened and endangered species recovery programs.

The researchers would be well-equipped to review and analyze existing and potential landscape analysis techniques (e.g., Geographic Information System (GIS) technology, Environmental Monitoring and Assessment Program (EMAP), Landscape Ecology Modeling and Analysis (LEMA), and GAP Analysis) to utilize their full potential as analytical tools to manage the Federal lands.

Resource and Data Classification Systems

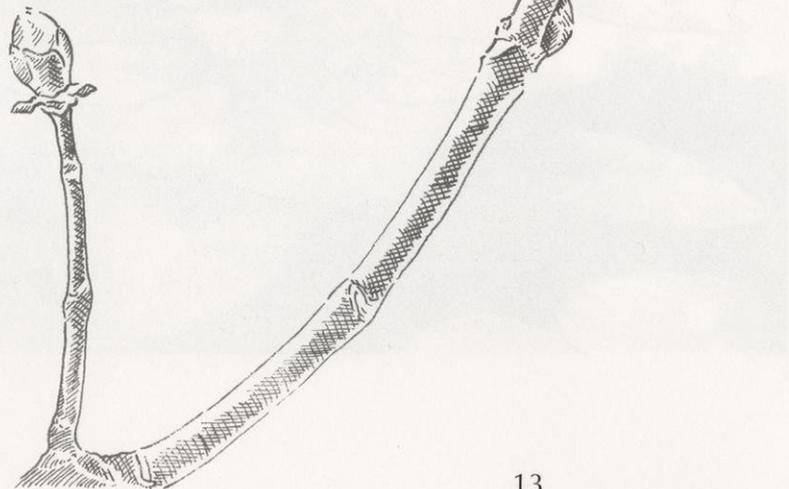
Coordination among management agencies is impeded by the fact that Federal land management agencies often employ different data standards and resource classification systems. Standardization in the following areas would promote interagency coordination:

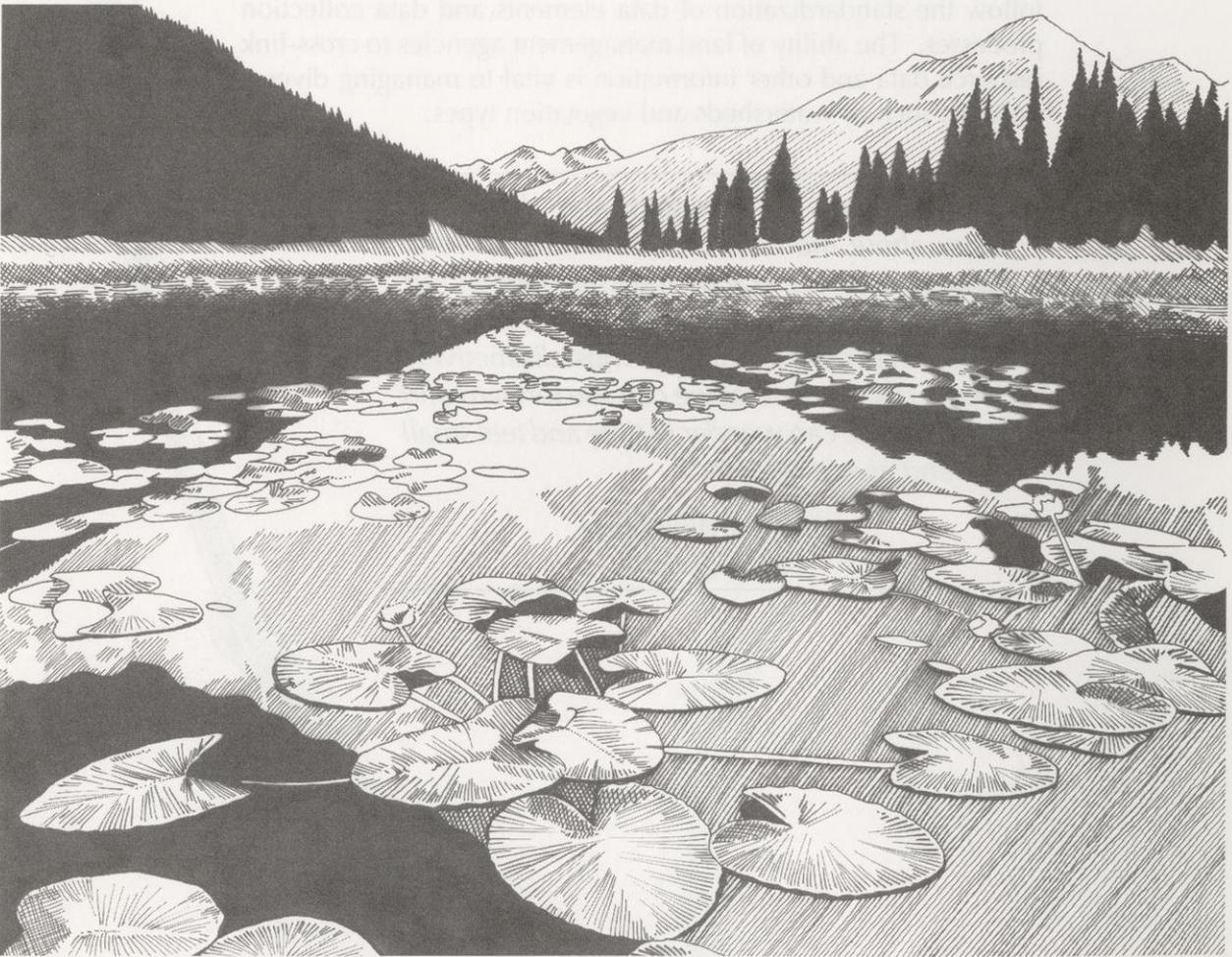
- classification of watersheds, rivers, and streams
- classification of standing waters
- classification of wetlands, meadows, and bogs
- classification of soil types and landforms
- classification of vegetation and riparian areas

Land management agencies use different computer systems, which further complicates information sharing. The creation of a land management agency computer network and data base should follow the standardization of data elements and data collection processes. The ability of land management agencies to cross-link resource data and other information is vital to managing diverse systems, such as watersheds and vegetation types.

"It often seems inconvenient and abstract to worry about the flow of time and to wonder about it. Yet it is exactly the challenge of our people to meet the diverse and urgent calls of a churning era by trusting our most distinctively human qualities—that we can see forward and back, that we can wonder in time and feel small in it and give it respect."

Charles Wilkinson
The Eagle Bird



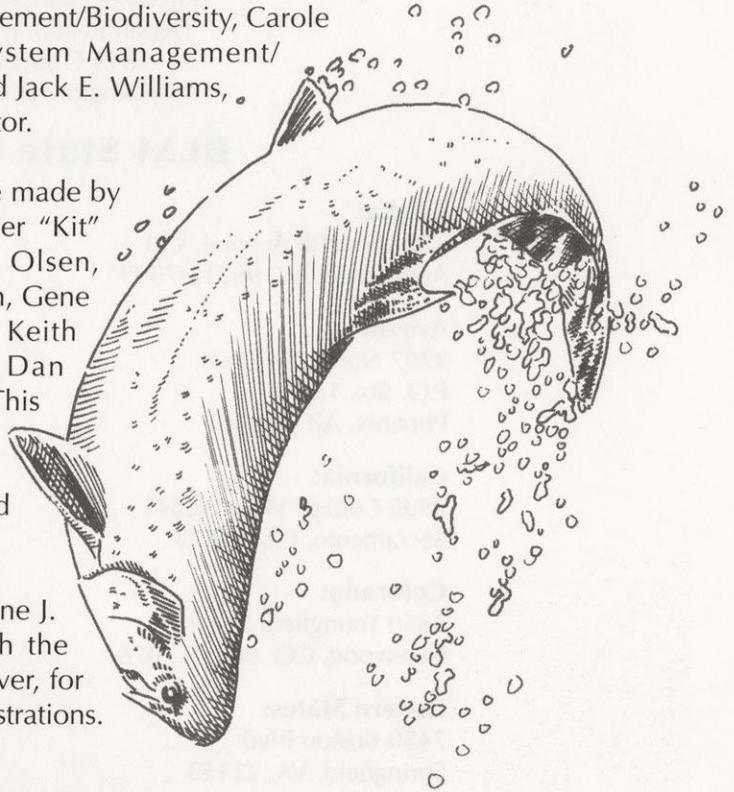


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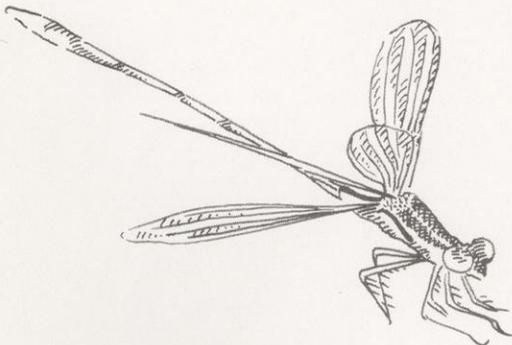
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"As the one species that dominates the world, we must make space for the rest of creation to play its assigned role on this planet. It can't be 'us vs. them.' Ultimately, we'll all lose. But if we learn to live more lightly on the land, we'll all win."

Bruce Babbitt, 1994



BLM Offices Around the Country

Headquarters Office

Bureau of Land Management
Department of the Interior
1849 C Street, NW
Washington, D.C. 20240

BLM State Offices

Alaska:

222 West 7th Avenue, #13
Anchorage, AK 99513-7599

Arizona:

3707 North 7th Street
P.O. Box 16563
Phoenix, AZ 85011

California:

2800 Cottage Way, E-2841
Sacramento, CA 95825

Colorado:

2850 Youngfield Street
Lakewood, CO 80215-7076

Eastern States:

7450 Boston Blvd.
Springfield, VA 22153

Idaho:

3380 Americana Terrace
Boise, ID 83706

Service Center

Denver Federal Center—Bldg. 50
P.O. Box 25047
Denver, CO 80225-0047

Montana:

222 North 32nd Street
P.O. Box 36800
Billings, MT 59107-6800

Nevada:

850 Harvard Way
P.O. Box 12000
Reno, NV 89520-0006

New Mexico:

1474 Rodeo Rd.
P.O. Box 27115
Santa Fe, NM 87502-0015

Oregon:

1300 NE 44th Avenue
P.O. Box 2965
Portland, OR 97208

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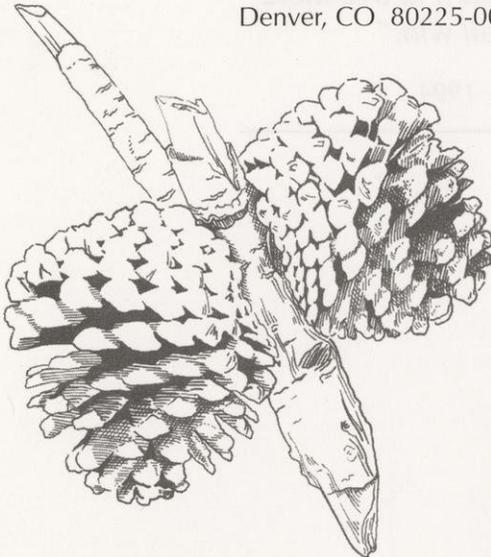
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P.O. Box 45155
Salt Lake City, UT 84145-0155

Wyoming:

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Cheyenne, WY 82003

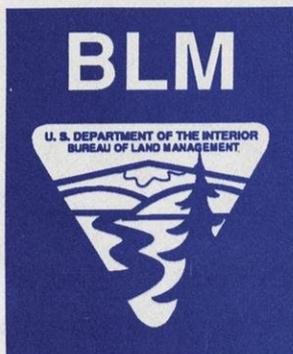
Training Center

5050 N. 19th Avenue
Phoenix, AZ 85011





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Facts

U.S. DEPARTMENT OF THE INTERIOR • BUREAU OF LAND MANAGEMENT
Office of Public Affairs, Telephone 202 / 208-5717

QUESTIONS AND ANSWERS ABOUT THE BLM SUMMIT

1. What will this meeting accomplish?

We will advance efforts on our top five priorities which are:

- * Promote collaborative leadership
- * Improve service to current and future publics
- * Maintain healthy ecosystems/watersheds
- * Diversify BLM's workforce
- * Improve the way BLM does business

We also will discuss implementation of several key blueprints for change that will form the basis for re-engineering BLM efforts which are closely tied to the Administration's National Performance Review.

The broader answer is that BLM is facing major changes in the way it will be managing one eighth of this country's surface acreage and one-quarter of its subsurface. We are going to have to learn how to manage public lands with greater environmental sensitivity, with more public involvement, and probably with fewer people and fewer dollars. The BLM Summit will provide the critical first few steps in this learning process for all our managers. We have to learn how to manage smarter and more efficiently while still providing the level of service the American public demands.

2. How will we accomplish this?

The most effective way to do this is through a collaborative process, which our meeting will provide. We will achieve that by bringing together key people or groups who are affected by or have an interest in how BLM carries out its mission. This group includes our on-the-ground field managers, the Washington Office leadership, other agencies, interest groups, academics, professional societies, industry and other government representatives.

3. Why are we doing this in one mega meeting?

We are having one large meeting as opposed to other formats, for two reasons.

- * We believe it is far more effective from a communications perspective to bring all the key people and groups together in one setting. This assures that everyone hears one message and also provides for instantaneous feedback from all the participants.
- * We believe it is cheaper to hold one large meeting as opposed to numerous smaller ones in the various BLM states.

4. Why hold this meeting at Lake Tahoe?

The per diem rates for this site are slightly below the national average (\$83 for Washoe County versus a national average of \$88), the airline rates were in the moderate range, and the facility was large enough and available. Additionally, this meeting is being held in the off-season at Lake Tahoe (which means we are getting significantly reduced rates), and we have arranged for shuttle bus transportation for BLM employees so there will be little or no rental car costs.

5. Why have this meeting at this time?

The BLM must begin addressing how it is going to meet the challenges arising from this era of fiscal austerity and heightened environmental concern. We can no longer fine-tune our approach; we need to re-tool and redefine how we do business. The best way to do this is by getting key people together and collaboratively addressing these issues.

6. What about media interviews?

As per established BLM policy, all BLM participants are free to discuss the Summit or other aspects of their work with the press on the record. A BLM media team of Jan Bedrosian, Bob Johns, Maxine Shane and Pat Entwistle will be available to provide on-site assistance.

7. How should participants dress for this meeting?

This is first and foremost a working session about public land management for BLM managers and interested persons. This meeting will only be successful if we can achieve a relaxed, creative atmosphere that encourages free-flowing discussion. As such, casual attire such as that worn in the Washington Office on "casual Friday" is requested for all sessions.

8. Is any pre-Summit preparation necessary for participants?

Yes, there are two documents enclosed with this Q & A that all participants are being asked to read in advance of the BLM Summit. One is a booklet entitled "Culture Shift: The Employee Handbook for Changing Corporate Culture," and the other is an article entitled: "Why Change Programs Don't Produce Change." You will also receive copies of the BLM "Blueprints for Change" prior to arriving at the Summit.

9. How do the buyouts affect meeting participation?

Any manager who applies for and is granted an early out/buyout may appoint a high potential person from his or her staff as a substitute Summit participant. All State Directors, however, are required to attend regardless of buyout status. New persons must follow the original participant's arrival and departure schedule and identify themselves as taking the place of person XXX. The new participant will receive the original person's room reservation and all other materials but will get his or her own name tag on arrival.

24-28 April 1994



**Bureau of Land Management
Summit**

Director's Message _____

Welcome to the BLM Summit; a collaborative and interactive forum for change in management of our nation's land heritage. The key to the success of this endeavor is your participation. We are at a crossroads in our efforts to provide America with the good stewardship our public lands deserve. But we need to hear many voices both inside and outside the BLM speaking openly and honestly about how this must be done. The BLM Summit is designed to provide that opportunity. We greatly appreciate your interest in attending and anxiously await your contribution to this historic event.

Mike Dombeck
Acting Director, BLM

Summit Agenda

Sunday - April 24, 1994

10:00am-10:00pm SUMMIT REGISTRATION & HOTEL CHECK-IN LOBBY

Monday - April 25, 1994

7:00am-1:30pm SUMMIT REGISTRATION & HOTEL CHECK-IN LOBBY

2:00pm-2:15pm WELCOME TO THE BLM SUMMIT
Mike Dombeck - Acting Director,
Bureau of Land Management, Washington, D.C. BALLROOM

2:15pm-2:40pm CHANGES IN THE WORLD
Richard Benedick - President, Committee for
the National Institute for the Environment, Washington, D.C.

2:40pm-3:05pm CHANGES IN THE NATION
Charles Jordan - Director of Parks & Recreation, Oregon

3:05pm-3:35pm BREAK

3:35pm-4:30pm CHANGES IN THE WEST BALLROOM
Patricia Nelson Limerick - Author,
Legacy of Conquest: The Unbroken Past of the
American West, Colorado
Charles Wilkinson - Author,
Crossing the Next Meridian, Colorado

4:30pm-5:30pm CHANGES IN THE DEPARTMENT OF
THE INTERIOR BALLROOM
Bob Armstrong - Assistant Secretary, Lands & Minerals,
Washington, D.C.
Frankie Sue Del Papa - Attorney General, Nevada

6:00pm-8:00pm REUNION RECEPTION INCLINE GROVE
Denise Meridith - Deputy Director,
Bureau of Land Management, Washington, D.C.



Tuesday - April 26, 1994

| | | |
|-----------------|--|----------------------|
| 6:30am-8:00am | BREAKFAST | INCLINE GROVE |
| 8:30am-9:00am | DIRECTOR'S VISION Mike Dombeck - Acting Director, Bureau of Land Management | BALLROOM |
| 9:00am-10:00am | PLENARY DISCUSSION - COLLABORATIVE LEADERSHIP | BALLROOM |
| 9:00am-9:15am | Collaborative Leadership Styles Merle Lefkoff - Director, Merle Lefkoff and Associates, New Mexico | |
| 9:15am-9:30am | BLM Leadership Skills Denise Meridith - Deputy Director, Bureau of Land Management, Washington, D.C. | |
| 9:30am-10:00am | Headquarters Management Team Collaborative Exercise | |
| 10:00am-10:30am | BREAK | |
| 10:30am-Noon | FOCUS GROUPS Focus group interaction will be facilitated and designed to answer a list of questions related to how we can implement collaborative leadership processes in the BLM. | |
| Noon-1:15pm | LUNCH Collaborative Leadership for Customer Service Joyce Walker - General Manager, Fort Wilderness, Disney World, Florida Hord Tipton - Assistant Director, Energy and Mineral Resources, Washington, D.C. | INCLINE GROVE |



Tuesday - April 26 (Cont.)

1:45pm-3:15pm **CONCURRENT SESSIONS - SERVING CURRENT AND FUTURE PUBLICS**

Session 1 - Facilitating Change to Sustainable Communities SALON A&B

A panel's viewpoint and discussion on BLM's role in providing the leadership necessary to assist communities in diversifying local economies.

Ruth McWilliams - Acting Director, Rural Development,
USDA Forest Service, Washington, D.C.

Mike Preston - Federal Lands Coordinator, Montezuma County, Colorado

Jon Roush, President - The Wilderness Society, Washington, D.C.

Reeves Brown - Executive Director, Colorado Cattleman's Association

Session 2 - Methods & Techniques of Public Involvement BALLROOM
SALON C&D

Public involvement reassessed - what works and what doesn't; legal minimums and going the extra mile - how to ask the public "how are we doing?"

Dr. Richard Smardon - State University of New York

Judge Dale White - Harney County, Oregon

Kate Kitchel - BLM, Utah

Heather Huyck - Strategic Planning, National Park Service, Colorado

Session 3 - Collaborating with First Nations BALLROOM
SALON E

A context for productive relationships between BLM and Native American tribes and individuals.

Joseph Myers - Executive Director, National Indian Justice Center,
California

Bob Laidlaw - BLM, California

Session 4 - Customer Service Strategies BALLROOM
SALON F

Wallace O. Keene - Vice President Gore's National Performance
Review Office, Washington, D.C.

Session 5 - Improving Customer Service in BLM TAMARACK
B&C

Bruce Flinn - BLM, Washington, D.C.

Terry Belton - Texaco/Exploration and Production, Inc., Colorado

Cathy Carlson - National Wildlife Federation, Washington, D.C.



Tuesday - April 26 (Cont.)

| | | |
|---------------|---|--|
| 3:15pm-3:45pm | BREAK | |
| 3:45pm-5:15pm | REPEAT OF PREVIOUS SESSIONS | |
| | Session 1 - Facilitating Change to Sustainable Communities | BALLROOM SALON A&B |
| | Session 2 - Methods & Techniques of Public Involvement | BALLROOM SALON C&D |
| | Session 3 - Collaborating with First Nations | BALLROOM SALON E |
| | Session 4 - Customer Service Strategies | BALLROOM SALON F |
| | Session 5 - Improving Customer Service in BLM | TAMARACK B&C |
| 6:00pm-6:30pm | RANGELAND REFORM Tom Collier - Chief of Staff, Department of the Interior, Washington, D.C. | INCLINE GROVE |
| 6:30pm-8:00pm | BLM SHOWCASE PRESENTATION/RECEPTION Introduction: Tom Allen - BLM State Director, Alaska New Opportunities: Geoff Webb - Department of the Interior, Special Assistant for Lands and Rivers Conservation, Washington, D.C. | INCLINE GROVE |
| | Exhibit and poster reception to facilitate sharing of BLM accomplishments which illustrate implementation of BLM's mission as related to the BLM Summit themes. | INCLINE GROVE AND BALLROOM LOWER LOBBY |



Wednesday - April 27, 1994

| | | |
|-----------------|--|---------------------|
| 6:30am-8:00am | BREAKFAST WITH THE SECRETARY | INCLINE GROVE |
| 7:00am-8:00am | KEYNOTE ADDRESS Bruce Babbitt - Secretary, Department of the Interior, Washington, D.C. | INCLINE GROVE |
| 8:30am-9:00am | MAINTAINING HEALTHY ECOSYSTEMS Mike Penfold - Assistant Director, Land and Renewable Resources, Washington, D.C. | INCLINE GROVE |
| 9:00am-9:30am | IMPORTANCE OF HEALTHY ECOSYSTEMS Dr. Dave Perry - Oregon State University | |
| 9:30am-10:00am | HOW IS ECOSYSTEM HEALTH MEASURED? Dr. Walt Whitford - USDA, New Mexico State University | |
| 10:00am-10:30am | BREAK | |
| 10:30am-Noon | CASE STUDY DISCUSSIONS | |
| | Inimim Forest Project Deane Swickard - Folsom Resource Area Manager, California Carole Koda - Yuba Watershed Institute, California | BALLROOM SALON A |
| | Black Rock/High Rock Interdistrict Management Area Bud Cribley - Sonoma-Gerlach Resource Area Manager, Nevada Tony Danna - Surprise Resource Area Manager, California Susan Lynn - Public Resource Associates, California | BALLROOM |
| | Trout Creek Mountain Working Group Jim May - Vale District Manager, Oregon Doc and Connie Hatfield - Hatfield's High Desert Ranch, Oregon | BALLROOM SALON C |
| | Rio Puerco Watershed Stabilization Initiative Mike Ford - Albuquerque District Manager, New Mexico Roger Peterson, Public Lands Chair, Rio Grande Chapter Sierra Club, New Mexico | BALLROOM SALON D |
| | Henry's Fork Watershed Council Del Vail - State Director, Idaho Janice Brown, Executive Director, Henry's Fork Foundation | BALLROOM SALON E |



Wednesday - April 27 (Cont.)

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|--------------|--|-------------------|
| 10:30am-Noon | CASE STUDY DISCUSSIONS (Cont.) | |
| | Elkhorns Cooperative Management Area | BALLROOM |
| | Merle Good - Headwaters Resource Area Manager, Montana | SALON F |
| | George Weldon - Townsend District Ranger , Helena National Forest, Montana | |
| | Marys River Riparian/Aquatic Restoration Project | TAMARACK B |
| | Bill Baker - Wells Resource Area Manager, Nevada | |
| | Llee Chapman - Chairman, Elko County Commission, Nevada | |
| | Planning for Ecosystem Management in Utah | TAMARACK C |
| | Ken Harrison - Deputy State Director, Lands and Renewable Resources, Utah | |
| | Owl Mountain Partnership | ROOM 912 |
| | Linda Gross - Kremmling Resource Area Manager, Colorado | |
| | Buffalo Ecosystem Management Demonstration Project | ROOM 924 |
| | Don Hinrichsen - Casper District Manager, Wyoming | |
| | Forest Ecosystem Management (FEMAT/PACFISH) | ROOM 1002 |
| | Elaine Zielinski - State Director, Oregon | |
| | San Simon River Ecosystem Project | ROOM 1012 |
| | Lynn Saline - San Simon Resource Area Manager, Arizona | |
| | Grasslands Ecosystem Comparison Project | ROOM 1024 |
| | Lee Barkow - Chief, Division of Resource Services, Service Center, Colorado | |



Wednesday - April 27 (Cont.)

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|---------------|---|---------------|
| Noon-1:15pm | SPECIAL LUNCHEON CELEBRATION Special celebration in honor of our partnerships with Historic Black Colleges and Universities, Hispanic Association of Colleges and Universities, and Resource Apprentice Program for Students. | INCLINE GROVE |
| 1:45pm-2:00pm | DIVERSIFYING OUR WORKFORCE Mike Dombeck | INCLINE GROVE |
| 2:00pm-3:30pm | PANEL DISCUSSION A. Proposal for Statutory Reform for Labor Relations, Hiring, Pay, Classification, and Performance Management Systems. Theodore G. Shepard - Deputy Regional Director, Office of Personnel Management, California B. How can we effectively manage the workforce of the future? Dr. Jim Kennedy - Utah State University C. What managerial competencies are needed to lead BLM into the 21st century? Dr. Warren Blank - Director, The Leadership Group, North Carolina D. Balancing the present and future BLM workforce. Mary Ann Simonds - EcoVision Associates, Washington E. Workplace diversity: Moving from awareness to action. Charles Washington - President, Charles Washington & Associates, Maryland Dale Emerson - Vice-President, Transformations Consulting Group, Maryland F. Presentation of the DRAFT Human Resource Management Blueprint for Change. Larry Bemby - Service Center Director, Colorado | INCLINE GROVE |



Wednesday - April 27 (Cont.)

3:30pm-4:00pm BREAK

4:00pm-5:30pm DIVERSIFYING OUR WORKFORCE

Jim Kennedy - Utah State University
John Singlaub - BLM, Oregon

BALLROOM
SALON A&B

Warren Blank - The Leadership Group
Gordon Jennings - BLM, Service Center, Colorado

BALLROOM
SALON C&D

Charles Washington - Charles Washington & Associates
Dale Emerson - Transformation Consulting Group

BALLROOM
SALON E&F

Mary Ann Simonds - EcoVision Associates

TAMARACK B

Jean Rivers-Council - BLM, California

TAMARACK C

Larry Bembry - BLM, Service Center

ROOM 912

Brian Bernard - BLM, Colorado

ROOM 924

Paul Ward - BLM, Nevada

ROOM 1012

6:00pm-9:00pm **CAMPFIRE, BBQ, AND HISTORIC PRESENTATION**
"Fanny - A Story of the Oregon Trail"
Bring your musical instruments and talents for the
campfire gathering!

INCLINE GROVE



Thursday, April 28, 1994

| | | |
|----------------|---|-----------------------------------|
| 6:30am-8:00am | BREAKFAST | INCLINE GROVE |
| 8:30am-9:00am | IMPROVING THE WAY WE DO BUSINESS Nina Hatfield - Deputy Assistant Director, Management Services, Washington, D.C. | INCLINE GROVE |
| 9:00am-9:15am | MOVE TO CONCURRENT SESSIONS | |
| 9:15am-10:45am | TOOLS FOR IMPROVING THE WAY WE DO BUSINESS | |
| | A. Performance Measurement | BALLROOM SALON A&B |
| | Overview: Alexis Stowe - Gardiner, Kayma & Associates, Washington, D.C. Case Study: Social Security Administration - Alexis Stowe Facilitated discussion: Implementation Issues | |
| | B. Strategic Planning | BALLROOM SALON C |
| | Overview: Tom Mills - USDA Forest Service, Washington, D.C. Case Study: Forest Service Strategic Planning Process - Tom Mills Facilitated Discussion: Implementation Issues | |
| | C. Process Reengineering | BALLROOM SALON D |
| | Overview: Brian Dickinson - Logical Conclusions, Inc., California Case Study: Cadastral Survey Reengineering - John Moeller - BLM, Washington, D.C. Facilitated Discussion: Implementation Issues | |
| | D. Quality Management | BALLROOM SALON E |
| | Overview: Nancy Golden - BLM, Utah Case Study: Colorado Management Team - Martha Hahn - BLM, Colorado Facilitated Discussion: Implementation Issues | |
| | E. Automation/Modernization/Data Management | BALLROOM SALON F |
| | Overview: John Singlaub - BLM, Oregon Case Study: Automated Application for Drilling Permits - Mike Pool - BLM, New Mexico Data Management: Nancy Von Meyer - Vice-President, Fairview Industries, Wisconsin Facilitated Discussion: Implementation Issues | |

Thursday, April 28 (Cont.)

10:45am-11:15am BREAK

11:15-12:15pm PERFORMANCE MEASUREMENT WORKGROUPS

Team 1 - Collaborative Leadership

SALON A

Team 2 - Collaborative Leadership

ROOM 912

Team 3 - Ecosystem Health

SALON C

Team 4 - Ecosystem Health

SALON D

Team 5 - Serving our Publics

SALON B

Team 6 - Serving our Publics

ROOM 924

Team 7 - Workforce Diversity

SALON E

Team 8 - Workforce Diversity

ROOM 1012

Team 9 - Improving The Way We Do Business

SALON F

Team 10 - Improving The Way We Do Business

ROOM 1024

12:30pm-1:45pm LUNCH

Dr. John Daly - University of Texas, Austin

INCLINE GROVE

2:00pm-3:45pm VIEW FROM THE SUMMIT

BALLROOM



Notes:



Notes:





A HYATT RESORT AND CASINO
 Country Club Drive At Lakeshore
 PO Box 3239
 Incline Village, Nevada 89450-3239
 702.832.1234 Fax 702.831.7508

To Tahoe City

Rentals
 Boat / Jetskis
 Parasailing



Country Club Mall

Bureau of Land Management Summit 1994

GETTING BACK TO BASICS

presented at the BLM April 1994 Summit

MIKE DOMBECK

DENISE MERIDITH

MIKE DOMBECK
GETTING BACK TO BASICS

I'm supposed to talk about my vision of BLM this morning. Vision. Now that's an interesting word. My dictionary defines it as "something seen otherwise than by ordinary sight." That definition suggests something mystical, something supernatural, something mysterious. Well, that's not my objective here today. My objective is to focus on the simple common-sense basics of what BLM is all about and where we're going. My objective is to clear your vision and allow a better understanding of our corporate agenda.

My crusade is to get BLM back to basics. I'm a big believer in the "KISS" theory. Keep it simple, stupid. What we have to do is not complicated. It's not mystical. It's plain common sense.

So what I'm going to talk about this morning is simply what I expect from you as managers and what you can expect from me.

Jack Ward Thomas recently asked Forest Service employees to "obey the law and tell the truth." That's a pretty good place to start. Maintain and restore the health of the land. Work with the people. Base your decisions on the best science. How's that sound for a manager's job description?

Now let's talk about that. First of all, our skills at working with people are critical. Be a people person, a consensus builder with employees and the people you serve. That's what collaborative leadership is all about. I believe to have good neighbors you have to be one. To have good friends, you must be one. You get loyalty by being loyal. And you get trust by trusting others. Remember the old saying: "Lead, follow, or get out of the way"? A good manager will do all three at different times.

To do this, we've got to get unnecessary red tape out of your way. Less red tape translates to more productivity. As managers, I challenge you to join me in moving from outdated, complex, bureaucratic processes and paper shuffling to simpler, more productive ways of doing business.

I challenge you to be the best professional resource managers in this country.

A professional manager:

- meets with the public

- bases decisions on the best available information
- communicates the importance of maintaining healthy ecosystems
- educates folks about the benefits of diverse and productive lands
- encourages employees to document and share successes and failures
- encourages risk taking
- and, is a consensus builder

The list is far too long to cover here. Besides, you already know what it takes.

You've heard a lot about ecosystem management over the past year. The concept has sometimes generated criticism and confusion. Everyone's always asking me, "Mike, what's the definition -- what the heck is ecosystem management?" Don't look for the answers in a manual. They're not there. Look for them across the landscape, in the water, on the soil, within local communities -- and look to the people.

We tend to be our own worst enemy by making things more complicated than they need to be. When you cut through the verbiage and fodder, there is nothing mysterious about the ecosystem approach.

Put ten biologists, ranchers, and environmentalists in a room and you'll get ten different definitions of ecosystem management. But I guarantee you, when the smoke clears from that room of biologists, ranchers, and environmentalists, they'd all agree on at least one point:

-- we have to maintain the health and productivity of the land.

That's what ecosystem management is all about. If we can all agree on that, and I think we do, the ecosystem approach provides common ground from which to develop consensus-based decisions. I like Del Vail's simple but heartfelt definition of ecosystem management. He said it's a "way of life and a style of management."

In fact, when you come right down to it, all five themes of this Summit -- ecosystem management, serving our publics, collaborative leadership, improving the way we do business, and diversifying our workforce -- are all singularly important issues linked by our absolute need to maintain the health and long-term productivity of the land.

We can collaborate till the cows come home, recruit the most culturally diverse work-force in the Federal government, provide outstanding service to our customers, and efficiently manage information; but, if in the end, the land is not healthy, we have failed as managers.

Let me repeat that. If the land is not healthy, we have failed as managers.

It's the productivity of the land and working with people that is important, not process. Results are more relevant than definitions. Communication and education matter more than lines on a map.

Theodore Roosevelt put it nicely nearly a century ago when he said:

"If we of this generation destroy the resources from which our children would otherwise derive their livelihood, we reduce the capacity of our land to support a population, and so either degrade the standard of living or deprive the coming generations of their right to life on this continent."

And that's what it's all about, isn't it? Applying common sense to common problems for the common good. Maintaining healthy, diverse, and productive ecological systems so that present and future generations may continue to enjoy benefits from the land.

So here we stand, two years shy of BLM's 50th anniversary, rapidly approaching the year 2000. The West has changed dramatically since our early days as the General Land Office. In the nineteenth century, we thought we had limitless supplies of fish and wildlife, wood fiber, forage, and minerals. Our policies helped to settle and develop a growing country.

But today, no frontiers remain in the American West. We realize now that rivers, grasslands, minerals, and forests are finite resources; and resource development has come with a cost to the health and sustainability of the land.

As land managers, you face ever-increasing numbers of threatened and endangered species... the explosive spread of noxious weeds... stream courses, riparian zones, and rangelands in need of repair... and impaired water quality and forest health problems.

The age-old question remains: How do we provide for the present and conserve for the future? The pioneering spirit of America is alive and well. It is our task to nurture and reconcile that spirit.

Albert Einstein once said, "The significant problems we face today cannot be solved at the same level of thinking we were at when we created them." I think that's the right attitude from which to approach our task.

It's impossible to fulfill the long-term needs of the people without maintaining and restoring the health of the land. As Charles Wilkinson said, "It should not be so hard to mesh the needs of the lands and waters and the people. They ought to be the same."

I agree. We must always consider the health of the land. How much forage is available to wildlife or cows from rangelands infested by leafy spurge or cheatgrass? What good to a community is a watershed contaminated by runoff from an abandoned mine? Or a fishery ruined by excessive sedimentation from erosion?

Nearly fifty years ago, Aldo Leopold wrote an essay entitled, *The Ecological Conscience*. Leopold said:

"The practice of conservation must spring from a conviction of what is ethically and aesthetically right, as well as what is economically expedient. A thing is right only when it tends to preserve the integrity, stability and beauty of the community, and the community includes the soil, waters, fauna, and flora, as well as people."

Leopold's words are reflected by the Federal Land Policy and Management Act and the National Environmental Policy Act. They direct us to manage natural resources without impairing the long-term health of the land. I challenge you as resource professionals to develop and apply your own ecological conscience to managing the land.

Perhaps you've heard the old proverb "We have not inherited the world from our forefathers - we have borrowed it from our children." My challenge to you today is to leave a proud legacy for the children of tomorrow -- our customers -- most of whom have not yet been born.

- I challenge you to know the condition of the land.
- I challenge you to maintain and restore properly functioning riparian areas, diverse uplands, and healthy watersheds.
- I challenge you to communicate the economic and social benefits of maintaining healthy ecosystems.
- I challenge you to respect the limits of the land.
- I challenge you to respect all the people who care about and depend on the land for their livelihood.
- I challenge you to think long-term and to look at the big picture.
- I challenge you to collaborate with local communities and other Federal, State, and local agencies to develop common ecosystem health objectives.
- I challenge you to measure your effectiveness by the health of the land.

Meeting these challenges will result in lands that the public will appreciate and benefits that you can be proud of.

These benefits include:

- clean water for local communities
- a healthy mix of native grasses and fatter calves
- higher water tables
- green riparian areas that keep streams clean and provide habitat for wildlife and fish
- secure fish populations
- stable plant communities that prevent soil erosion
- intact cultural resources preserved for study and contemplation and future generations
- healthy watersheds that provide ecological, social, and economic stability
- abundant and healthy wildlife populations
- aesthetically pleasing landscapes
- jobs and diversified, but predictable, local economies

In short, we need productive, diverse, and healthy lands that maintain sustainable levels of forest products, minerals development, and forage use. And we also need lands that provide a wide variety of educational, recreational, conservation, and development opportunities.

Here's what you can expect from me:

- I will work to eliminate contradictory and duplicative national policy.

- I will cut red tape and simplify administrative procedures to free up resources for the field.
- I will provide national policy to maintain healthy ecosystems and promote teamwork, collaborative leadership and interdisciplinary efforts.
- I will effectively communicate our successes and needs to the Congress and national constituent groups.
- And I will reward managers for the condition of the land, not measures of bureaucratic process.

As an agency, we have become polarized by the preservation versus development debate. We must reframe that debate. The question is not use versus nonuse. There are no winners to that argument. As an agency, we are placed in an untenable position: a foil for disagreements among multiple competing interests or a lightning rod for lawsuits and litigation gridlock.

We must respect the limits of the land and acknowledge that we don't know everything. As managers, we must be flexible and seek out new information. Our task is to maintain the health of the land and to help local communities anticipate and adjust to change.

This is our charge from the American people and your challenge as managers. Never forget that we are shaping the management of the land for future generations.

All this vision stuff sounds pretty high- falootin' for me. But I am proud to talk about the public lands, as well as the Bureau of Land Management, of the future.

- The public lands that I see supply clean water for local communities and support abundant fish populations.
- The public lands that I see provide a healthy mix of native grasses, fatter calves, and higher water tables.
- The public lands that I see support green riparian areas that keep streams clean and provide habitat for wildlife and fish.
- The public lands that I see contain well planned, environmentally benign mines and oil and gas fields to help fuel this nation's economy.
- The public lands that I see preserve cultural resources for our children to study.

- The public lands that I see provide numerous recreation opportunities for the public.
- The public lands that I see produce wood fiber and forage in a sustainable manner.
- The public lands that I see have healthy, functioning watersheds with stable soils and diverse native plant communities that prevent erosion.
- The public lands that I see are productive, diverse, and healthy. They provide a wide variety of educational, recreational, conservation, and developmental opportunities.
- The public lands that I see provide for stable communities, jobs, and predictable and diverse local economies.

Now let me talk briefly about the BLM of the future -- the BLM that we will create.

- The BLM that I see is a place where employees enjoy working and serving the public.
- The BLM that I see is where people of diverse backgrounds seek employment and find a home.
- The BLM that I see is an adaptable leader in change, helping local communities through difficult transitions over time.
- The BLM that I see is a model of customer service both for internal and external customers.
- The BLM that I see is an organization whose structure is flexible, easily adapting to changing needs.
- The BLM that I see is a model of efficiency and effectiveness in communicating with the American public.
- The BLM that I see is known for quality, reliability, and service.
- The BLM that I see is committed to innovation, science, collaboration, and leadership.
- The BLM that I see is the premier land management agency in the world.

Do not look to Washington, D.C. for a prophet to guide you. You are the catalysts of change. You are our future. Think in new ways. Take risks and be innovative, but err on the side of maintaining the land's health. Count on my full support. There is no better group to help shape the long-term ecologic, social, and economic well being of the West.

I invite you to join me in my crusade. Let's make dust, not eat dust.

DENISE MERIDITH

Key Summary Points:

If we look back at the 1970's we would find small offices in the BLM

- with fewer issues to be concerned with, for example, (no hazardous waste issues)
- times that were more simple
- minimum electronic communication
- surrounding communities which were more mono-cultural and trusting
- the only women in the workplace were secretaries

Today when we look at our workplace in 1994, we see a very different workplace.

- We have larger offices
- the issues are more numerous and more complex
- there are toxic waste dumps and new issues of environmental equity
- there are different values reflected by our employees and publics
- communication techniques are much more sophisticated (we are in constant communication
- which means that we are never off duty)
- there are new languages, slang, dialects and accents used by the people we deal with
- meaning we need to develop better listening techniques (e.g. listening faster)
- the public is very knowledgeable and often knows more than we do since they can afford to focus their attention on a few topics
- the public we serve is larger; and we are involved more in global issues.

Our leaders need a variety of skills today.

- The leadership needs to develop long term vision
- be more concerned with the future and less hung up on the past
- keep up with social, political and economic trends
- develop networks outside of BLM; understand new theories that have developed in the area of public administration
- understand what is meant by diversity in our workforce and celebrate our diversity
- motivate and "re-recruit" current employees
- develop experience in human relations issues
- be capable of program design and evaluation

- establish priorities and be adaptable
 - encourage continuous improvement and implementation of employee suggestions
 - understand the science of establishing and maintaining healthy ecosystems and how to select and coach interdisciplinary teams
 - understand and encourage community involvement
 - redefine our relationship with Tribal Nations
 - and solicit and support new customers as well as keep our old customers satisfied.
- There is no one style of leadership that will support us in the future.
 - We need a mix of styles and personalities to be successful.
 - We need to understand the value of teams and the importance of ensuring that the teams are diverse in nature.
 - Our business has changed and how we perform our duties also has to change. Collaborative leadership is one of the keys we need for success.

Daily Summary

April 25, 1994

Session: Welcome to the BLM Summit

Presenter: Mike Dombeck, Acting Director

Goal of Session: To welcome the summit members and set the tone for the week.

Theme: We are here to shape the future of BLM, the public lands, and the corporate agenda. Change is inevitable and we need to welcome it.

Key Summary-Points: Dombeck's focus is on the employee. As a career employee, he knows that to get anything done, it must be done by the employees. The agenda is simple: we need to get back to the basics; cut the processes we work in; keep it simple; write so that everyone can understand what we have to say and give greater responsibilities to the employees. Much of this agenda has actually been set by the employees themselves. As Dombeck has visited the offices across the country, read his mail and listened carefully to those seeking him out the message was clear.

Our goal at this summit is to develop a blueprint for BLM in the following areas:

- * Maintaining healthy ecosystems
- * Diversifying our workforce
- * Developing collaborative leadership
- * Serving our current and future publics
- * Improving the way we do business

These are not complicated goals and we need to get on with them. To do that, we must begin to challenge the rules, be creative, take chances, begin to blur the lines between agencies and look for answers outside our traditional boxes.

Our success this week will not be measured at the end of the summit. Our success will be measured by our actions in the weeks and months to come.

Session: Changes in the World

Presenter: Richard Benedict, President, Committee for the National Institute for the Environment, Washington, D.C.

Dr. Richard Benedict holds an AB Summa Cum Laude from Columbia University, an MA in

economics from Yale University, a Doctorate from Harvard Graduate School of Business Administration and was Evan Fellow at Oxford University in metaphysical poetry.

Ambassador Benedict has played a pivotal role in global environmental affairs as Chief U.S. negotiator and a principal architect of the historic 1987 Montreal Protocol on protection of the ozone layer.

Dr. Benedict stated that the new environmental reality is that one can no longer be a specialist. The complex inter-relationships of science, economics, social and ethical needs require an interdisciplinary approach. He suggested that for more than 2 decades, scientists have sent warning signals regarding: global climate change; mass extinction of animals and plants; pollution; and destruction of the ozone layer. He quoted, "We have met the enemy and he is us."

Dr. Benedict went on to say that the inter-connections between the elements that could cause ecological collapse are not always obvious. He gave the example of ozone destruction resulting from the casual decisions of hundreds of millions of people daily.

Dr. Benedict offered 5 major lessons relevant to the responsibilities of BLM Managers:

- 1) Science and technology are of paramount importance: Without scientific technology, we could never collect data to test theories.
- 2) Governments must be prepared to act: 1) The nature of challenges is that they cause irreparable damage. 2) Long term risks that are difficult to quantify and prove.
- 3) The major role of the private sector and market system: Prices must better reflect the costs of the natural resources (true costs have always been there and don't usually cause higher prices to the consumer.)
- 4) The role of non-government organizations: 1) new phenomenon; 2) Must be encouraged by the environmental justice movement ("Never underestimate the power of the public".)
- 5) Population growth: 1) It may be the greatest social and environmental problem; 2) **The greatest numbers lie ahead not behind**

Dr. Benedict represents the Committee for the National Institute of Environmental Research. He described this as a new and independent group dedicated to the credibility of environmental research. Its primary purposes are: 1) to promote a new interdisciplinary approach to research; 2) to encourage unique public and private partnerships

Dr. Benedict closed his remarks by sharing a conversation between an American astronaut and a Soviet cosmonaut in which they described the inter-connectedness of all parts of planet earth.

Session: Changes in the Nation

Presenter: Charles Jordan, Director of Parks & Recreation, Oregon

Goal: Impart the gravity of the changes facing us as individuals and a nation.

Theme: In addressing change, we must utilize our values and our concern for humanity.

Key Summary Points: When starting my public life, I decided to put my philosophy of life on paper--things about values, issues, decision making. Then I had to put it into action.

The only constant is change. It would be easier just managing the land, easier than managing people. In the face of complex change, I tell my children, as I was told, "Be good, be strong, be flexible."

I find in meeting you, I may have reservations, but we really don't know each other. So I've come to the point where I avoid making quick value judgments.

We've been asked to "Celebrate Diversity. I thought that meant we would embrace all cultures. Instead I'm finding we have to request the cultural beliefs of others; we have to deal with the differences.

Unfortunately our communities no longer reflect the "village concept" where people work together. All the systems we're considering--TQM, NPR, Reinventing Government--don't matter unless we consider the people in the workplace or in the community.

Session: Changes in the West

Presenter: Patricia Nelson Limerick, Professor of History, University of Colorado

She holds a PhD. in American Studies from Yale University, following a B.A. in American Studies from the University of California at Santa Cruz.

Ms. Limerick is the author of Legacy of Conquest: The Unbroken Past of the American West, 1987; and Desert Passages: Encounters with the American Deserts, 1985. She was co-editor (with Clyde Milnes II and Charles Ramkin) of Trails: Toward a New Western History, 1991, based on a September 1989 Symposium held in Santa Fe, New Mexico.

Goal of Session: To share information how the west is changing from a historical perspective.

Theme: How BLM can adapt to accommodate change.

Key Summary Points: Most significant event in western American History was the passing of the Taylor Grazing Act in 1943. Around 1890 the old west changed and appeared to be settling down. We had faith in managing the country and did not understand what was ahead. The public lands belonged to whoever had the ear of Congress. We must now make some basic fundamental changes in our thinking about our environment so as to view it in a balanced way - between what appears to be an unyielding environmentalist position and that of the unyielding cowboy. Our greatest challenges and opportunities lie ahead.

Presenter: Charles Wilkinson, Moses Lasky Professor of Law, University of Colorado

Charles F. Wilkinson graduated from Stanford Law School in 1966 and practiced with large law firms in Phoenix and San Francisco before serving for four years as a staff attorney at the Native American Rights Fund.

Professor Wilkinson has written widely of law, natural resources, and society in the American West. His eight books include the standard law texts on Indian and federal public land law. His work has increasingly been directed toward the general public, and his most recent books are, The Eagle Bird -- Mapping a New West (Pantheon Books, 1992), and Crossing the Next Meridian -- Land, Water and the Future of the West (Island Press, 1992).

Wilkinson is currently co-chair of the board of directors of The Center of the American West and serves on the Governing Council of the Wilderness Society and the board of directors of Northern Lights Institute. His current book-in-progress is entitled, Land of Fire, Land of Conquest: The Story of the Colorado Plateau.

Goal of Session: To share thoughts about the changing west and what it means to BLM.

Theme: The changing west.

Key Summary Points: BLM is transferring from a somewhat rough beginning with narrow scope to a broad agency encompassing change. BLM can no longer be classified only as a natural resource agency. We must now consider the economic, social and spiritual needs of our society and communities. America wants the west now. As land trustees we must step forth and be counted. We need to help communities be sustainable through looking closely at the value of western communities. Partnerships throughout BLM with others will become more important as we manage the watershed ecosystem management way. We will need to conduct more research to help identify trends under current and future projected future behaviors. Help us as we begin a regional dialogue to rename the west. Can we do again what we have done since World War II and still have a west? (Growth from 16 million to 45 million in population).

We must become a federal agency university of a different and presently unknown kind. This can be accomplished through town hall meetings, involving partnerships and addressing growth. Much of this has been happening in many places in the west.

Session: Changes in the Department of the Interior

Presenter: Bob Armstrong, Assistant Secretary, Lands & Minerals, Washington, D.C.

Theme: Changes in the Department of the Interior

Key Summary Points:

- DOI/BLM people are "real" and devoted
- The Department is about the people who do the job
- Take risks - don't be afraid to speak up
- If you manage the ecosystems properly, everyone benefits
- DOI is undergoing a paradigm shift - "Fundamental Change-Broader View of our Mission"
- Communication is paramount to success - between bureaus has improved
- Duties: To ourselves, others, employees and our publics and resources
- Empower local level to work toward collaborative solutions
- Ann Richards Test:
 1. Is it necessary?
 2. Will it work?
 3. Can I explain it to my 81 year old mom at home?
- People should "steal" good ideas
- There are no foolish ideas
- Keep your values, stay true to them and look for better ways to do your job

Presenter: Frankie Sue Del Papa, Attorney General, Nevada

Key Summary Points:

- Don't burn yourselves out in working towards change
- "Professionalism in land management leads toward stewardship"
- Build toward partnership between states and BLM - requires open and sincere dialogue
- We must market - because perception is reality, "We are friends and neighbors"
- Changes are happening and will continue to happen
- Communication

Daily Summary
April 26, 1994

Session: Director's Vision

Presenter: Mike Dombeck, Acting Director

Goal of Session: To convey what BLM Managers can expect from Mike Dombeck, what he expects of the Managers and what he sees for the future of BLM.

Theme:

- "Overcoming inertia, get back to basics"
 - Focus on simple, common-sense approach to public land management by cutting red tape, working collaboratively as a team and with the public. Concluded with his motto: "Let's make dust, not eat dust."
- What to expect from Mike Dombeck:
 - He quoted from Jack Ward Thomas memo to employees when he first started as Chief of the Forest Service "obey the law, tell the truth, manage for healthy ecosystems, use good science." This is basic, common sense, and we can expect the same from Dombeck. He wants to cut red tape so we can become more efficient on the ground. He will convey BLM needs to Congress. He will reward managers for success in managing the land, not success in the bureaucratic procedures.
- What he expects from BLM Managers:
 - Be a people person, a consensus builder, work with people ...that's what collaborative leadership is all about.
 - Challenge BLM managers to be the best professional resource managers in the country.
 - Emphasizing ecosystem management, Dombeck recognized that it is not new to BLM, it has been building for a long time. But the way we have approached it is confusing. The answer: don't look for it in the manual or regulations; look at the landscape, the water, the earth, the people. There is nothing mysterious about ecosystem management, just maintain the health of the land. It is really simple and it is consensus based.
 - Even as we are successful at the 5 themes of this Summit; 1) promoting collaborative leadership; 2) serving the public; 3) maintaining ecosystems; 4) diversifying the workforce; 5) improving the way we do business, if in the end the land is not healthy, we have failed.
 - He recognizes the challenge of correcting problems we already have, of the finite level of resources, and says we must use the best science and tools available to solve them.
 - Challenges BLM managers to know the land, respect the limits of the land, respect the people, work with other agencies and measure success based on health of the land.
- On the future of BLM:
 - Dombeck wants it to be a place where employees enjoy working; where

diverse people seek to work; a model of customer service; when structure is flexible; a model of efficiency; known for quality, good science and collaboration. Do not look to DC for guidance, because Dombeck is looking to BLM managers to lead the way. When in doubt, always err on the side of the land's health.

Session: Collaborative Leadership

Presenter: Merle Lefkoff, Director, Merle Lefkoff and Associates, New Mexico

Goal of Session: The session was designed to involve Summit participants at the outset in the content and process of dealing with change.

Theme: Merle Lefkoff's remarks introduced the Headquarters Management Team exercise:

Key Summary Points:

- The stage was set with remarks by Mike Dombeck, Denise Meridith, and Summit consultant Merle Lefkoff, followed by a demonstration of a Headquarters Management Team (HMT) exercise. The HMT was seated on risers in the middle of the ballroom and had a facilitated meeting about the buyout process, demonstrating not only their own willingness to take a risk with the exercise, but also demonstrating a real-life collaborative problem solving process. A plenary session set up banquet-style so that small groups could work simultaneously on sets of questions about the nature of collaborative leadership followed the HMT meeting. BLM facilitators captured the energy and output from the 500 or so participants all working in teams in the ballroom. The summary below includes the opening remarks; some notes about the HMT demonstration; and the output of the small group brainstorming.
- The unspoken about collaborative leadership is that it is about power-sharing. And the paradox of power-sharing is that the more power you share, the more powerful you become.
- The outcome of power-sharing will eventually be self-directed work teams, where everyone is a facilitator of problem-solving in their group.
- Collaboration must not only be internal but external, as well. Using the new skills of collaborative leadership will promote constituency building and new partnerships with the public. The public is not only a customer, but an owner and demands a decision making role in the agency.

Session: BLM Leadership Skills

Presenter: Denise Meridith, Deputy Director

Goal of Session: To set the stage for collaborative leadership in the future

Theme: BLM needs to develop collaborative leadership styles

Key Summary Points:

- If we look back at the 1970's, we would find: small offices in the BLM; fewer issues to be concerned with; no hazardous waste issues; times that were more simple; minimum electronic communication; the public was mono-cultural and trusting; and, women in the workplace were primarily secretaries.
- Today when we look at our workplace, we see a very different workplace. We have large offices; the issues are larger and more complex; there are toxic waste dumps; environmental equity; there are new values reflected by our employees and publics; communication techniques are much more sophisticated and we are in constant communication which means that we are never off duty; there are new languages, dialects and accents used by the people we deal with and therefore we need to develop better listen techniques; the public is very knowledgeable and often knows more about a topic than we do since they can afford to concentrate their studies and specialize themselves in a few topics; the public we serve is larger; and we are involved more in global issues.
- Our leaders need a variety of skills today. The leadership needs to develop long term vision; be more concerned with the future and less concerned with the past; keep up with political and economic trends; develop networks outside of BLM; understand new theories that have developed in the area of public administration arena; understand what is meant by diversity in our workforce and celebrate our diversity; motivate and "re-recruit" employees; develop experience in solving human relations issues; be capable of program design and evaluation; establish priorities and be adaptable; encourage continuous change and employee suggestions; understand the science of establishing and maintaining healthy interdisciplinary teams; understand and encourage community involvement; redefine our relationship with Tribal Nations; and support our new customers as well as keep our old customers satisfied.
- There is no one style of leadership that will support us in the future. We need a mix of styles and personalities to be successful. We need to understand the value of teams and the importance of ensuring that the teams are diverse in nature.
- Our business has changed and how we performed our duties also has to change. Collaborative leadership is one of the keys we need for success.

- A. Collaborative leadership may constitute a major change for some BLM managers.

Key Summary Topics:

- How are we going to make the transition?
- What will help ease the transition? (i.e., training, shifting from a focus on results to a focus on process?)
- What change in the balance of consequences will help?

Responses:

- Managers must take risks to accept group decisions, must also realize collaborative leadership/decision making doesn't necessarily mean agreement.
- There is no "cookbook" for collaborative leadership, we must tailor the process to the situation. Example: multi-jurisdictional planning where BLM may not be the leader.
- Must lay out expectations early. Don't use process to delay decisions. Must follow through with decisions once made.
- Review and amend system of line/staff organization and fiscal competition among "programs & units to support collaborative leadership."
- Assure two-way information sharing and employee support and understanding through BLM; show difference between collaborative and consensus.
- Active partnerships, consistent application, define legal requirements and accountability.
- Consistent application and policy in collaborative leadership.
- Initiate dialogue with concerned publics and customers by: behavior/skills; being honest and open; being able and willing to consider diverse viewpoints; be willing to work together; be flexible to change/willing to admit when wrong; learn soft skills and when to use proper process (people management).
- Clear understanding of collaborative leadership; definition within the organization; how do we measure success.
- Means to implement outreach program to educate customers; training - use of consultants; means to evaluate and show success; use of consultants; need to show successes; develop outreach program; develop method to evaluate (continual outreach process); be willing admit when wrong.
- Gain trust of constituents.
- Acknowledge time and costs involved.
- Focus on results not process.
- Common goal with whatever stakeholders are involved.
- Try it! Take chances!
- Finalize current efforts and decide what we will keep and what we will throw out.
- Common internal and external understanding and commitment to collaborative concept is critical.
- There is no cookbook - need to remain flexible and adapt to situations. Share and evaluate successes and failures, accept risks, reward efforts, trial and error is o.k.
- Early identification of stockholder is critical to get the process going.

- Recognize statutory and regulatory requirements that effect collaborative process.
- B. Collaborative leadership will require a change in the way BLM employees do their work: They will have to participate in a different relationship with their supervisors and with each other.
- How will we foster positive, proactive attitudes and teamwork in a workforce that may still largely be traditional in its orientation?
 - How can we encourage employees and team members to display acts of leadership when collaborating with supervisors and with each other?

Responses:

- Atmosphere that breaks down all barriers.
- Communicate and collaborate with users of public lands to bring all the players to the table.
- Develop an organizational structure that allows for collaborative leadership development; decision making; sets common goals/objectives; risk taking; innovation.
- Establish clear corporate performance goals and objectives; effectively communicate these to employees; empower employees to design processes for accomplishing them.
- Breakdown barriers to innovative problem solving; areas to address include: reducing barriers between line and staff; creating an atmosphere where everyone's input is welcome and where everyone has something to teach.
- Provide leadership training; commit to follow through specific areas to address include; help managers buy in, define process including where it won't work, develop employee skills in leadership facilitation; team creation and management, use pilots; advertise successes, summarize and distribute literature. Establish automated hot line and bulletin board.
- Shared vision, goals, and expectations.
- Empowerment, accountability, responsibility and recognition.
- Trust, honest, and communication.
- As leaders and followers, demonstrate commitment to move away from the traditional way of making decisions and delegate authority for shared leadership.
- Need to educate whole workforce on natural resource and techniques of collaboration, and how to deal with those issues in a collaborative fashion. Redefine leadership and followership. Train on how to listen.
- Reward and encourage staff to participate and share equally in the decision-making process. Thinking and reacting positive to new ideas. Provide feedback and input, make atmosphere where it's ok, to fail.
- It is important that training needs be evaluated and specific training be developed to provide the employee with the tools to move forward. The use of mini summits held either locally or regionally will be helpful to implement the training and gather input from the employees.
- Managers need to lead by example and be part of the team.
- The need for a common vision/direction is critical. This "big picture" approach needs

to be shared throughout the organization. This needs to build upon current successes and traditions.

- Successful teams will need to know how they will be evaluated in the future. New measures of success will need to be developed and evaluation procedures implemented so to determine effectiveness in future.
 - Trust employee to make good decisions.
 - Create an encouraging atmosphere.
 - Take the risk to allow risk taking.
- C. **BLM assigns work, sets priorities, and evaluates and rewards success in ways that encourage control and discourage collaboration.**
- **What can be done to change the conditions of work so we can encourage collaboration? (i.e., group PIPRs, group rewards, group evaluations of supervisors, the introduction of self-managing work groups?)**

Responses:

- Let everyone who wants to, be part of the process.
- Foster an attitude of teamwork and shift away from program orientation.
- Give authority to implement self directed teams and management needs to support team efforts.
- Funding by lump sum not single subactivity.
- Chartering - good clarification; team leader/team members/team defines task skills/time required/negotiate with management.
- Evaluation by project; comprehensive concept 360 degree view = process.
- Basic ground rules must be set for collaborative process; define roles; managers a part of team, not necessarily team leader, set values - honesty, sincerity; don't make decisions ahead and decide what should be collaborated, facilitation, avoid dominance, define clear objectives.
- Performance and rewards must reflect support for; common elements, recognize successes, treat mistakes as lessons, move managers, not performers, bottom up feedback, collaborative leadership training should be considered as well.
- Barriers to collaborative leadership must be removed (especially communication); top management relinquish power, vision, bring in those who know the subject focus on barriers, yield authority to the group.
- Define collaboration; is there a problem? What's our goal? What's our criteria for measuring employees performance; identify examples of collaborative leadership. Identify barriers; identify tools and skills needed, identify level of participation of actions needed for teams, remove subactivity constraints, higher authorities needed for models, focus on landscape basis. Implementation; delegate accountability to employees/public, provide training to employees/managers/public, train managers to coach and advise, share examples of collaborative leadership, use full array of internal/external expertise when formulating teams reward employees/public for team problem solving, use exchange assignments with other entities to increase understanding, recognize it takes more time.

- Decide what we aren't going to do, given FTE and budget restrictions.
 - Develop performance measures which measure outcomes/benefits, not individuals/budgets.
 - Work units set their own AWP (institutionalize Bureauwide budget process not based on subactivity).
 - Define changing role of managers in collaborative leadership process (focus should be on how well managers teach, coach, counsel and mentor their subordinates).
- D. Much of the work we do in BLM is intrinsically worthwhile and interesting and has built-in controls that can be used to govern what people do.**

How can we use the natural parameters of people's jobs to foster a collaborative approach in our employees and supervisors?

Responses:

- Composition of collaborative teams needs to be formulated to add more and different perspectives.
 - Conscious and deliberate communication and interactive feedback based on mutual respect.
 - Involve employees in establishing and agreeing to goals.
 - Mechanism that would facilitate inclusion of employees at all levels through an instructional scoping opportunity to allow employees to decide where they fit in. Mechanism that allows employees at various levels to participate.
 - Focus more on geography issues as opposed to the specialty (i.e., biologist).
 - Build/share ownership in the process and outcome by capability on using expertise to evaluate the process from beginning to end.
 - Change the role of supervisors to focus on coaching and developing leadership skills within teams to provide an atmosphere that invites interaction from all employees and solicits ideas, issues and concerns.
 - Communicate by including the assignment of cultural and gender differences into communication. Support with large commitment to training.
 - Delegate as deeply into the organization as possible. Value risk without fear.
 - Do 360+ reviews. Understand our roles, responsibilities, and authorities.
 - Empower the team and hold it accountable for working on problems as a team, and reward the team. The best reward is implementing the team finding.
 - Make sure the team includes everyone it needs, no matter from wherein or out of the organization. Managers need to welcome team members as individuals and what they value and think.
 - Make sure people on the team represent their organization or specialty.
- E. Adopting a new style of leadership will require the ELT to make some changes too.**
- **What do we want the ELT and, in general the WO, to do differently to**

support collaborative leadership?

- How should top management deal with failures as BLM is adjusting to change?
- What can the ELT look to as evidence of collaboration?

Responses:

- Support risk taking - give people a chance to do something else.
- Evaluate and learn from mistakes.
- Stay within the law but allow failure or deviating from the established process.
- Refocus training to implement our new vision; ask and listen; walk the talk; field details for WO; needs analysis; people focus; self direction team; restructure training from bottom up.
- Provide positive incentive to managers and encourage risk management (mistakes are ok.); good coaching and support for managers.
- Collaboration vertical/horizontal both internally and externally.
- Develop ELT agendas of a few key policy issues with all levels of employees' input and follow-up with an action plan and communication (use of efficient and fast technology to communicate).
- The ELT should encourage well informed risk taking to address priority management issues (focus on results).
- Mistakes are a part of risk taking, but need to be balanced with accountability.
- Collaboratively define desired outcomes.
- Collaborative communication up-down-sideways, 360 degrees about desired outcomes; feedback on progress.
- Remove barriers to on-the-ground collaboration efforts including interagency and community, i.e., FACA and other administrative rules.
- A decrease in the number of Protests, Appeals and Lawsuits from Decisions; utilize surveys
- Utilize surveys - ELT customers (field people, stake holders, etc.)
- ELT must walk the talk
- ELT needs to establish criteria of how collaborative leadership will work. ELT should look at national policy, allow state and local implementation, and support rather than control programs generated in the field.
- Bottom line is we want better managed resources - look at the health of the ecosystem (human and natural components).
- Break down barriers on communication. ELT communicate expectations disseminate information on successes and learning experiences.
- Communications; immediate, positive, specific (clear & simple); constructive; 2 way communication; personal.
- No micro management.
- Do it!!! (now); simplify processes; learn from mistakes (education); reorganize; allow failure. Do not threaten careers; work as a team "walk the talk"
- ELT - to do differently; **communications**, Email, minutes of meetings, closures on issues, cutout filters, model desired behavior all the way to the ground; **participation**,

involve field in HMT, ELT, have local representatives participate, direct line anticipation with AMs/DMs - sample field opinions; **simplification**, focus on key issues, strategic level, make a decision.

- How to deal with failure - **evaluation**, identify what didn't work, experienced failure by trying to change or as a result of not trying; **support**, managers trying new things, make sure ELT gets facts directly from those involved, support creativity; **accountability**, hold managers accountable for being change agents.
- Evidence of collaboration - **results**, is grass greener, water cleaner, recognition from outside groups; **responses from customers**, lack of complaints of not being heard, reduced litigation, feedback from customers; **process**, increased participation from customers, more partnerships, agreement.

F. **Changes in the way we do our work will require some explanation.**

- **How can we communicate the concepts of collaborative leadership within BLM and to our exterior publics?**
- **How can the change be communicated to the Department?**

Responses:

Internal:

- Get out in front of employees; participate with staff.
- Requires internal communication; e.g., Director's Friday letter...reveals himself, his thinking, and upcoming agenda.
- Share with employees (with definitions) what comes out of this meeting.
- Give people the tools (empowerment). Choose success opportunities and capitalize on them. Look for leadership wherever it is.
- Employ team concept.
- Cooperation from upper managers (define upper managers).
- Feedback through process training package -internal and external.

External:

- Get external clients to table early to make sure of their input in shaping the discussion.
- Continue to re-examine who our publics are.
- Include publics early to what the issue is...not just get reactions to a proposal.
- How can we communicate the concepts of collaborative leadership within BLM and to our external publics?
- Start before it is a crisis and allow time. Grass roots involvement; start from the ground up ownership at the beginning; understand your publics.
- Tell what we are going to do; do it; ask if it was done. Facilitate vs. leadership dilemma. Alternative dispute resolution process - how will do it. Achieve walk the talk.
- Not the agency we used to be.
- Power sharing - define willing and able.

Department:

- Communicate by doing.
- Employee, customer tell Department - success, failure, lessons; includes collective top to bottom of organization.
- Ask their (DOI) agreement to who to include; don't need to ask for permission; ask only if limiting participation. Need definitions of who in DOI we are talking about. Ask Assistant Secretary and up because as organized we're balanced. Best chances to get changes is to reach "top management". DOI needs to get "religion". Practice what they are preaching. Get involved on local cutting issues.
- How can the change be communicated to the Department? By identifying successful project/concept; demonstrating the initiative; and recognizing nothing always works.
- BLM structure needs to have look that reflects collaborative leadership; i.e., teams, interacting collaboratively.
- Establish a framework for C.L. process; i.e., available, understandable.
- Use case studies collaborative leadership; i.e., learn from other examples.
- Training of public and BLM staff in collaborative leadership. Learn from failures.
- Outreach through conferences, case studies, etc.
- Validate collaborative leadership by results oriented to benefit the participants and not just another "process".
- Make sure all publics are invited to participate in the process. This includes leadership from the public.
- Involve the employees and publics what we are working with. Define process of collaborative leadership.
- Get them involved with using the process. Get good examples from the field in order to develop a "Blueprint." Management must set the example.
- Convey that every individual is as important as any other, including management.
- Trash PIPRS and say what is needed - simply!
- Questions about implementation or applicability of Federal Advisory Committee Act.

G. Collaborative leadership is a process that requires time, coordination, and the opportunity to gather input from those involved in the issue. At times collaborative leadership may not be appropriate, as in a crisis or emergency. Some situations do not merit a collaborative approach. In some cases input cannot be solicited from everyone.

- **How can leaders differentiate and explain to their employees when collaboration is not necessary?**
- **What logic can be spelled out that would help provide general guidance?**

Responses:

- Crisis, health situation. Personnel and EEO issues (when dealing with specific individuals). Collaborative efforts have already established sequential decisions (if A then B).
- Collaborative leadership (CL) means involving the stakeholders, not necessarily

- everyone all the time.
- CL is always necessary - just a function of time and importance. Collaboration should be done early.
 - Personnel, statutory and policy must serve as the underpinning of the collaborative effort.
 - Involve employees in development of criteria, e.g., involve everyone in developing "key strategies." Time limits/set exterior time and set time limits within.
 - Collaborations should be a normal, routine office/managerial process or procedure, a way of thinking, of doing business, a way of life.
 - Use collaborations when it advances land management, quality of life, decisions, continual communication.
 - The indicator of success of the collaborative process is how employees, or publics, accept or rate the collaborations process.
 - When collaboration is not used, these moments/instances should become minimal and rare. "Minor" and routine issues or actions do not need collaboration (i.e., administrative workload).
 - Up front, develop good criteria for when to use collaborative planning, clear expectations, and identify values of all stakeholders.
 - Collaboration doesn't always result in an immediate product; it is a way of doing business which relies on the accountability and responsibility of each employee.
 - Need to evaluate the costs and benefits of using and not using collaboration in concert with stakeholders expectations.
 - Identify statutory constraints to collaboration where managers cannot abdicate authority (i.e. some personnel matters, performance reviews, disciplinary actions, law enforcement, criminal violations, regulatory process).
 - Don't collaborate during real crisis, but...Look at potential emergencies and collaborate in advance to prevent or manage ahead of time.
 - CL means involving the stakeholders - not necessarily everyone all the time.
 - CL is always necessary - just a function of time and importance.
 - CL should be done early.

Session: Collaborative Leadership for Customer Service

Presenter: Joyce Walker, General Manager, Fort Wilderness, Disney World, Florida

Goal of Session: Provide Disney philosophy and methods of customer service.

Theme: Customer Service.

Key Summary Points:

- Joyce Walker presented a fast-paced focus on Disney service and Disney has employees provide it. She began by introducing participants to some Disney jargon: "cast members" - Disney's name for employees and "pixie dust" - Disney's expectations of employee enthusiasm. Walker said the common and over-riding goal at all Disney facilities is to "take care of guests" (customers). She suggested that the Disney approach to quality service can be easily adapted to other businesses and agencies.
 - Disney's definition of Quality Service is: "Attention to Detail and Exceeding Guest Expectations". In this regard, Walker said Disney staff members focus on "one guest at a time", and strive to create "magic moments".
- Disney's vision of quality service includes four elements:
 - Guests are surveyed constantly to determine level of satisfaction. The "philosophy" is that guest perceptions are always "right."
 - Service goals. The Disney service theme is: "We create happiness by providing the very finest in entertainment for people of all ages everywhere."
- Walker emphasized the theme's simplicity.
- The service standards in priority order are: 1) safety; 2) courtesy; 3) show; 4) efficiency.
 - Setting. a) the environment; b) objects in the environment; c) procedures that enhance the quality of the environment.
 - Delivery. Ms. Walker identified the two parts of each cast member's role: a) mechanical; b) personal touch - MOST IMPORTANT. This element is what creates the "magic moments" and allows the Service to exceed customer expectations.
- Each Disney "cast member" attends a Disney Showmanship Class - a 2-day seminar that reinforces the important Disney concepts.
- Ms. Walker concluded her remarks with a quote: "You don't build it for yourself; you know what customers want, and you build it for them."Walt Disney
- Following Ms. Walker's presentation, Deputy Director Denise Meridith pointed out that BLM and Disney join together in a BLM annual meeting outdoors. She elaborated that this yearly event exemplifies ways government and private industry are getting closer together.

Session: Facilitating Change to Sustainable Communities

Presenters: Ruth McWilliams, Acting Director, Rural Development, USDA Forest Service, Washington, D.C.; Mike Preston, Federal Lands Coordinator, Montezuma County, Colorado; Jon Roush, President, The Wilderness Society, Washington, D.C.; Reeves Brown, Executive Director, Colorado Cattleman's Association

Goal of Session: To describe varied leadership roles agencies and organizations are playing to assist communities with diversifying local economies.

Theme: Presentations by your dynamic panelists focusing on ways to facilitate change to sustainable communities.

Key Summary Points:

- Ruth McWilliams: A brief glimpse at a 10-year Forest Service project on Rural Community Assistance that began in 1989. She emphasized the importance of residents, businesses, and agencies looking for mutual benefits and forming partnerships.
- Mike Preston: The most fundamental role BLM can play in the changes that are occurring on federal lands and in communities is to take a balanced and practical approach to working with communities to develop an active role in ecosystem management based on the understanding of interdependencies that is emerging from the principle that people and communities are part of the ecosystem.
- Jon Roush: Five principles of sustainability: 1) renewable resources; 2) substitutions; 3) interdependence; 4) adaptability; and 5) political commitment (which allows adherence to the first four principles).
- Reeves Brown: BLM's role is managing people as much as managing the land. In this regard, BLM must focus most energy on communication and strategies in common goals. Brown emphasized the importance of BLM's role as a facilitator for change to sustainable communities.

Session: Methods and Techniques of Public Involvement

Presenters: Judge White, Harney County, Oregon (panel lead); Kate Kitchell, BLM Area Manager, Utah; Dr. Richard Smardon, State University of New York; Heather Huyck, Strategic Planning, NPS, Colorado

Goal: Public involvement: What works/what doesn't.

Theme: Methods and techniques of public involvement.

Key Summary Points:

- Kate Kitchell stressed developing trusting respectful relations with the public. Established long-term relations on a personal level. Getting to know our public on their turf.
- Kate shared comments received from the public explaining why they stay off committees; i.e.:
 - used to maintain status quo
 - used to shirk responsibility shift it to the public
 - consensus can't be achieved
- Kate reminds managers "to be courageous and remain responsible." Seek first to understand. Be sincere and establish creditable/respectable relationships.
- Dr. Smardon shared reasons for public participation, applications, and problems. He suggested training for BLMers and the public in public participation techniques. He stressed situational analysis, a voluntary process of facilitation, mediation, and conciliation, as methods to avoid bending procedures such as: administrative hearings and litigation.
- Heather Huyck worked for eight years as a staffer to a House Subcommittee. Her talk focused on Congress as an important "public" to understand.
- The more we understand Congress, the better we can work with it. Congress has a built-in tension. It is designed to have checks and balances which can cause frustration.
- We must understand the differences between the Hill and agencies. Congress works in two-year timeframes. We should be thinking about our decisions resulting in a sustainable yield.
- Functions of Congress:
 - Authorization - Policy
 - Appropriation - Funding
 - Oversight - Watchdog
- Heather Huyck offers these tips:

AVOIDING THE TEN MOST COMMON MISTAKES

- Don't assume that you'll talk with the member of Congress. Staff people are your more likely contacts.
- Don't be too technical--most staff members aren't scientists.
- Don't take all day. Time is extremely limited. Prepare what you want to say, bring a one-page summary sheet with you, and don't expect more than a few minutes.
- Don't try to tell everything you know. Tell what the other person needs to know and what you want them to do.
- Don't be abusive. Even if you strongly disagree with the staffer it doesn't help your case--you're there to persuade not to dissuade.
- Don't be biased--you'll make a better case if you are as objective as possible. If there

is opposition to your particular interest, acknowledge it. The staffer probably already knows of it, and if not, should.

- Don't demand all-or-nothing. Taking the approach that if your position is not exactly taken you don't want anything at all, is not realistic. Congress works by finding common ground to solve problems. Finding common ground often includes compromises. You need to know what's politically feasible--the politics, the timing, the personalities.
- Don't assume all committees are alike. They vary greatly in their rules, bipartisanship, and approaches to legislation. Find out which committee is most appropriate for your interests. Know the "ecology" of the particular committee--chair, members, minority, staff. The Senate and House are also more different than many people realize.
- Don't waste your time Congress-bashing. The staffer presumably doesn't agree or he/she wouldn't be working there.
- Don't be discourteous or unprofessional. Call ahead, make an appointment, briefly explain your interest, and make sure you're talking with the person who handles the issue.

Organizations involved with your particular subjects often have people who specialize in understanding the intricacies of Congress and how to work with them. Contacting such experts can help a great deal. Your local Congressional delegation can also help you.

Samples of Questions and Answers

Q: Why have BLM as lead facilitator? People already have a problem with BLM's objectivity.

A: If group(s) agree(s) to BLM as facilitator/negotiator, then okay. If not, try some other decision-making method.

Q: What do we do about involving all stakeholders; local commodity users vs. dispersed, urban users of public lands?

A: Process has to be designed to include as many stakeholders as possible. Be creative. Use surveys. Expose groups to one another.

Q: Some local environmental groups agree with our management policy or plans but we get tripped up by the national group. How do we deal with splits between local/national groups?

A: Ask the local group if the national group is on-board. Draw upon different levels of BLM to network with different levels of environmental organizations.

Session: Collaborating with First Nations: Native American Relationships and Public Land Management

Presenter: Joseph A. Myers, Director, National Indian Justice Center and Robert Laidlaw, Native American Program Coordinator, BLM

Goal of Session: Understanding of First Nation status

Theme: Relationships change over time

Key Summary Points:

- History is the essential foundation for an understanding of American Indian law and policy. Indian issues cannot be analyzed properly without an appreciation of history. Many ancient statutes control major Indian issues today. Numerous Indian treaties more than 100 years old are at issue in pending litigation; thus, an understanding of the history of federal Indian policy can help resolve modern day issues.
- Federal policy is central in Indian affairs because Congress has "plenary" power over Indians. Congress has vacillated between two conflicting themes: self-government for tribes and assimilation of the reservations into the existing framework of state and local government.
- There must be respect for tribal sovereignty. It is the connection between the land and spirituality. It is a special ingredient in the Indian culture. When we speak of sovereignty as a legal concept we have to look at the Supreme Court and John Marshall. We are dealing today with the outcome of those decisions in government to government relationships and trust responsibilities. Sovereignty has been limited by law, legislation, legal decisions and the tribes themselves.
- The trust relationship between the United States and American Indian tribes has many unique features that influence most aspects of Indian law. The trust was established to provide federal protection for Indian land, cultural, and environmental resources. Communication is the key ingredient to dealing with trust issues with the tribes. The type of communication necessary to resolve these issues does not come naturally to the tribes and great effort must be made to sustain communication. The trust responsibility can become confusing since it is not a government to government relationship.
- We need to begin to look at our relationship with the tribes. We need to take a hard look at direct communication between the tribes and federal bureaus. We need to streamline our processes and look beyond conflict issues into coordination and collaborative issues.
- The American Indian Religious Freedom Act (AIRFA) sets the basis for Federal development of natural resources and the protection of Indian religious sites. Conflicts are usually on a program level such as archaeology.
- About five years ago guidelines were established regarding the decision process that should be followed to ensure a good decision is made and a consultation environment is created.

- Uniform guidance is the only way we can develop a consultation relationship. This relationship must not be on a case by case basis but established on an overall policy.
- Things that can affect our relationship with the tribes can include regional differences, priority issues, authority issues, limited resources, etc. We must coordinate our efforts to ensure participation but not exhaust the tribal resources.
- Cultural heritage values that tribes have for the land are key issues. Cultural heritage values are the tribal relationships with the land, water, air.
- The tribal government is not like our relationship with a public interest group but as another government. This could include sharing or protecting resources, participating in planning activities etc. This is especially important in checker board land planning. An important role for BLM in dealing with some tribal government would be the role of educator---educating the tribes about the BLM and its roles and responsibilities.
- Trends that could affect BLM and represent numerous opportunities for partnerships between BLM and the tribes are:
 - Tribes will play more of a leadership role in a variety of issues outside the traditional BIA role. BLM's role can be enhanced by directly working with the tribes.
 - Tribes will play a larger role in collaborative resource planning efforts.

Session: Customer Service Strategies

Presenters: Wallace O. Keene, Vice President Gore's National Performance Review Office, Washington, D.C.; Tim Gilbert, Managing Partner, Xerox Quality Solutions

Wallace O. Keene has been on loan from NASA to work on the NPR since its inception a year ago. Wallace has worked in several agencies, including NASA, HHS, Energy, the U.S. Army and was a contractor for the Navy.

Tim Gilbert, a 20 year veteran of TQM, worked as a statistical consultant for Xerox Corp. from 1974 to 1982. In 1982, Tim worked with Motorola as a Supplier Quality Manager, and in 1988 rejoined Xerox as a senior management consultant.

Goal of Session:

- Understand Customer Service requirements
- Learn about other Approaches
- Discuss issues and share information
- Capture ideas for use in the Strategic Plan

Theme: The focal points for building customer service in BLM are:

- Customers are driver for changing the way BLM operates,
- Build a better understanding of customers,

- Enlarge our view of customer service - External and Internal
- Become user friendly
- Build on success

Key Summary Points:

- The BLM is meeting these goals through a number of mechanisms to help enforce recommendations made through the National Performance Review, including legislation, Executive Orders, and agency changes. Progress is still being made to improve functions which will in turn improve our service to customers. However, the most prominent mechanism to promote change is "showing by example".
- Serving customers, whether within the government or a private corporation is vital in order to survive in business. One of the most important aspects of improving customer satisfaction is DEVELOPING AN APPROACH TO LISTENING. The listening approaches should optimize the exchange of information.
- Provided below are some key points to achieving quality customer satisfaction:
- Building processes and products without customer dialogue will result in meeting about 50% of the requirements. The goal of customer satisfaction need to be translated through all parts of the organization as a measure of performance.
- Customer satisfaction can be achieved in three ways:
 - Q - Quality of deliverable
 - C - Competitive Cost
 - D - Delivery time appropriate to needs
- Customer satisfaction is an engagement of mutual knowledge between the customer and the supplier. Customer needs change, enables the identification of changing customer needs.
- The overt gap the customer discusses is only a symptom of the real problem.
- Allegiance of employees should be horizontal (across functions with a focus to optimizing with the mutual process that all functions serve.
- Employees today are empowered to change their work processes to achieve customer satisfaction.

Session: Improving Customer Service

Presenters: Bruce Flinn, BLM, Washington, D.C.; Terry Belton, Texaco/Exploration and Production, Inc., Colorado; Cathy Carlson, National Wildlife Federation, Washington, D.C.

Goal of Session: Share perspectives on the Oil & Gas National Performance Review.

Theme:

- How to improve process, reduce cost, and ensure resource concerns are addressed - resulting in resource development/production and healthy ecosystem.

Key Summary Points:

- National onshore Oil and Gas (O&G) National Performance Review
 - Meet goals and objectives of Vice President's National Performance Review
 - Test new ideas, team involvement
 - Set/define customer service standards
 - Define customers; priority issues defined by customers
 - Effort is specific to O&G program but applicable across the board
- Major obstacles that hinder effective communications and involvement
 - Participants don't recognize the need for change/opportunities for improvement
 - Participants view that the only "stakeholders" in the public lands are those that risk an investment on public lands
- Collaboration between agency and customers requires "open dialogue" but does present a risk to all involved
- Customers (industry and public "non-industry" users) agree there is a problem - but don't necessarily agree on what the problem is. This is where the dialogue begins to address opportunities for change or common solutions resulting in responsive program.
- Wide Range of customers/users seeking environmental quality, quality of life, and services provided by the BLM and public lands.
- BLM needs to address time/value vs. cost/benefit
- INVEST THE TIME GET THE VALUE-COST WORTH THE BENEFIT.
 - Time: How much time does it take - process/program?
 - Value: What value do you get for the time spent?
 - Cost: How much does it cost?
 - Benefit: What's the benefit?
- Industry wants to revitalize, support local economics, address national energy goals and contribute to healthy environment.
- Similar concerns between customers/users/agencies - different solutions
- Industry issues
 - Permitting - increased cost and delays; regulatory duplication/overlapping jurisdiction.
 - Leasing - delays, good science to identify sensitive areas and restrictions.
 - Operations - unnecessary notification/approvals on routine matters; approval delays; duplicative permitting and reporting, overzealous enforcement, bonding/orphan wells.
 - Royalty relief - rate reductions and "holidays" for drilling in early years of lease.
 - Regulatory reform and drill incentives - risk assessment, cost/benefit analysis, and Congressional proposals.

GOAL - STREAMLINE PROCESS TO MEET COMMON OBJECTIVES.

Director Mike Dombeck and Assistant Secretary Bob Armstrong Question and Answer Session

- Director Dombeck said details of the Washington Office Reorganization will be coming out soon. Folks there want to get on with life and focus on work. He wants to assure that the streamlining proposals mesh and align with the States. He indicated that they haven't done a good job of feedback to employees but will have an all employee meeting next Monday morning. By May 15, there will be a draft Executive Order sent to the Department; hopefully to be signed the following week. Recognizing that reorganizations often affect lives and paychecks, the Director said that this reorganization won't impact paychecks but may affect who people report to. Finally, the Director said, in the 90's the government is going through what the private sector did in the 80's with adaptive management.
- Assistant Secretary Armstrong clarified his previous statement about when ecosystems are healthy, everyone is happy. This may have raised some concern with oil and gas and mining industry people. He added that a healthy ecosystem is good for ranching, hunting, fishing, etc. because they depend on it. Although mining and oil and gas industries are not dependent on a healthy ecosystem, they are affected by it.
- Regarding proposed budget strategy, Director Dombeck's response to looking at a 2-year budget plan was that budget is a key point in the reorganization. A 2-year plan is up to the Congress but we need to assure accountability, trust and satisfaction that we are delivering to their constituencies.
- Recognizing that some employees are excited about reforms while others aren't, Asst. Sec. Armstrong said the Secretary will lay out his position on things like Range Reform and expect people who work in the Department will do their duty to help the effort. Director Dombeck said his responsibility is to hold SD's responsible while they are to hold DM's accountable.
- Director Dombeck pointed out a few things he means by "getting back to basics:" Simplified procedures; people know what's good for the land; people know what's good science; develop clear vision of where we want to go. He said he doesn't think that what we have to do is very complicated. If we look at it as complicated, we will get hung up on definitions.
- Regarding ALMRS modernization, the Director said it is his understanding that review teams are giving good reports. He said Denise Meredith, Tom Allen or Monte Jordan could provide details.
- There was a statement that some people who have been with BLM for years think we have been using good science. Asst. Sec. Armstrong said this is the first time BLM has had a scientist as a director. Director Dombeck said that ecosystem management is not new. NEPA, FLPMA, etc. are all a part of an evolutionary process of ecosystem management. We will continue to evolve. He asked whether we know the condition of 270 million acres of BLM land. We need to do a better job of establishing the baseline for measuring where we are going. He indicated this could help get us out of the litigation deadlock.

- In response to a question of how we are going to interact with the National Biological Survey (NBS), Director Dombeck said this is an evolving process as well. He believes we should push for interaction and that it is important for BLM to be in the front row because of the benefit they could provide for 270 million acres of public land.
- Asst. Sec. Armstrong said he would be happy to make the attempt to take another look at the proposed 40-50% reduction in public affairs staffs. Because of the push toward collaborative problem solving and ecosystem management, the point was made that we need people with those skills. He said we need to have those skills at the "right size" and the sheer numbers made people take a look at it.
- In response to a member of the public from Oregon, Director Dombeck said he wished he could clone the things that have been done in that particular location. We know how to do those things, we just have to do it. He said he believes in rewarding managers for the condition of the land.
- Asst. Sec. Armstrong said he is keenly aware that monitoring either costs money or we need to get people committed who will volunteer to help us. He said some people, like ranchers, should be concerned not only with their product, but with what the condition of what the animals are eating. We need to look for other ways to get monitoring done.
- Director Dombeck said the answer to the question on what the proper rate of improvement to the range is to work with people locally. Look down for the answer, not up. Ask what is right socially, ecologically and economically. Asst. Sec. Armstrong added that it is not going to be uniform. They will let the people on the ground attack these areas as long as they're working toward the goals.
- Director Dombeck said that there has to be a focus and clear understanding of people's roles. If we empower people, we need to also hold them accountable. The Wash. Office management team is operating as a corporate body, setting the corporate agenda. His biggest frustration is that he can't sit down and visit with people.
- Asst. Sec. Armstrong said we need to look at ways to work smarter. Write him a note - send him ideas, not things about dollars or people. He said notes to Director Dombeck can be called **LEAD DOG LETTER**.
- A question was raised about land exchange and it being an onerous process to the point where people give up. Asst. Sec. Armstrong said to put together a team to examine the process. Dean Bibles and Geoff Webb are on the team and it will be augmented with outside people. It's an historical problem with great opportunities. Nature Conservancy is interested in being a middle person. Dombeck said he is painfully aware of the problem and it is a top priority for the Secretary.
- Dombeck, responded to a comment re: administrative support staff, said we can't forget we have a delivery system. Folks are doing a good job but we must get lean and mean.
- Dombeck pointed to the buttons everyone was wearing with the word "They" crossed out. He reiterated that it is "we." It's not "us against them," it's "we."
- Asst. Sec. Armstrong said he was proud to be here and stand behind the BLM insignia.

**Daily Summary
April 27, 1994**

KEYNOTE ADDRESS

SECRETARY OF INTERIOR, BRUCE BABBITT

GOAL OF SESSION: Share BLM direction with Summit Participants

THEME:

Secretary Babbitt defined the Principles of Ecosystem Management and described how BLM must change to meet the increased complexity and demands placed on the agency. Secretary Babbitt also emphasized the importance of re-connecting with and involving entire communities.

KEY SUMMARY POINTS:

Ecosystem Management means different things to different people causing many debates regarding an exact description. However, in every debate the underlying principles are the same. The only way to maximize the effort is to take a broader view of all functions. This requires: Reorganize in Federal establishments and start working together
Jurisdictional lines will become less important - erase the lines on the map. Renew the effort to communicate and work with communities (people) in the West

- Changes must have legitimacy,
- The changes may not be acceptable to everyone; conflict may not be entirely eliminated.

Look at entire landscape

- Recognition of local (human community) and biological components

Good Science

- Must ground land management decisions on good science
- Science must be viewed in its true objective sense; do not pre-judge what will/may happen
- Science can never be a cover for knowledge and instinct

Properly done "the reward will be that no decision will be liked by everyone and no deed will go unpunished"...this has been exactly my experience as the Secretary of the Interior.

- Disagreement is inevitable. Resource decisions are complicated because everyone has different expectations.

The Secretary described in some detail three episodes in which he said he "learned the hard way" the reality about the ideas presented in these remarks.

- The Timber Plan in Oregon
- The Everglades in Florida
- Grazing in the West

Babbitt concluded his remarks by focusing on the need to involve the entire community as we make decisions in BLM. He emphasized that BLM must recognize the implications of the New West. What has worked in the past will not necessarily work today. There are many diverse stakeholders causing BLM to take a broad view to create healthy ecosystems. As decisions are made, it is imperative to get everyone at the table and work for consensus (not 5 to 4 decisions). He emphasized the importance of everyone coming together to re-connect. Forums must be established that will enable everyone to share information and reach agreeable decisions. Everyone involved must listen and review the facts to reach a genuine consensus. If a consensus cannot be reached, then a decision must be made based on the scientific facts and analysis.

The BLM has in its hands the future of the American West.

Session: Maintaining Healthy Ecosystems

Presenter: Mike Penfold, Assistant Director, Land and Renewable Resources,
Washington, D.C.

Goal of Session:

To present opening remarks and introduce the morning sessions on maintaining healthy ecosystems.

Key Summary Points:

Ecosystem Management in the broadest sense is many things:

- Working together to plan; budget; better organize; build new partnerships; achieve skill diversity; improve the way we do business; and to show concern for communities/people.
 - Del Vail, Idaho SD, says "It's a way of life and style of management."

Lots of Questions:

- How do we measure healthy ecosystems?
- How do we build consensus without selling out the land?
- How do we collaborate with others?
 - Washington D.C. doesn't have the answers, they will come over time.
- Try things - clear messages from the Director.
- WO role will support the field in trying different things.
- Adaptive Management is important
 - new information will force us to change
 - always err on the side of caution
 - If we don't make mistakes, we are not trying new things.
 - "MANAGERS in the BLM are seizing opportunities for western heroism".

The Summit

- We are here today to look at different tools available to us.
- The land we manage is everyone's land - we need to manage to "build up" not "tear

down" ecosystems.

- Take this information from the summit to the field with you and share it.

Video on Ecosystem Management (from PTC)

- Images of ecosystems, components, & tools.
 - Diverse landscape
 - Scale
 - People and uses
- Concepts of ecosystem management - healthy ecosystems.
 - Long term horizons, coordination, cooperation, partners, restoration, interdisciplinary, encourages sciences.
 - Technology - modern platform, data, GIS, MIDAS, LEMA, software, PS, remote sensing, REMS, RAWS, technology transfer.

Session: Importance of Healthy Ecosystems

Presenter: Dr. Dave Perry, Oregon State University

Theme:

The world is not a collection of objects but rather a network of relationships.

Key Summary Points:

- Healthy ecosystems provide for humans and also have intrinsic values.
- Understanding ecosystems requires an understanding of:
 - the relationships between stability, structure, and process
 - the relationships between scales (soil, vegetative, landscape, watershed, and global).
- Ecosystems can be absorbing, magnifying, or neutral in response to change. There are thresholds.
- The key to a healthy ecosystem is biodiversity.

Session: How is Ecosystem Health Measured?

Presenter: Dr. Walt Whitford - USDA, New Mexico State University

Goal of Session: Discuss how Ecosystem Health is measured.

Theme: Concerns for Ecosystem Management dates back to the time of Aldo Leopold. He said "The science of land health is a job for the future, and the future is now." Measurement of health is not an exact science.

Key Summary Points:

- Land can be occupied by humans and be functional.
- A healthy ecosystem is one free from distress syndromes.
- Unhealthy ecosystems are easily identified; the question is, what is healthy?
- To take the pulse of an ecosystem you need indicators with a wide range of variables.
- We measure the decline of health by looking at species' stress.
- Ecosystem health, like human health is very hard to detect.
- A land manager's real challenge is determining what is really healthy.
- BLM has volumes of information, in their heads and in their files. - This information needs to be available in a shared database.

ECOSYSTEM CASE STUDY DISCUSSIONS

Session: Inimim Forest Project

Presenters: Deane Swickard, Folsom Resource Area Manager and Carole Koda, Yuba Watershed Institute, CA

Goal of Session:

Provide case study, collect strengths/weaknesses from participants, identify priority recommendations for future actions on this case study.

The Inimim Forest Project is a demonstration of what people from local communities can do working together. The partnership between BLM, the Yuba Watershed Institute and the local community resulted in a draft management plan for the Inimim Forest in Northern California. Training programs developed by local residents brought people together to learn about the land around them. Even students in grade school are involved in developing computer programs in support of the management plan. The participants attending this presentation discussed strengths and weaknesses about the project. They came up with the following recommendations:

- How do we educate in view of legal sideboards?
- BLM's existing planning process needs flexibility.
- Experience of BLM office should be broadly shared.
- Packaged and shared with other offices - elements of plan.
- Value of educational approach.
- Show other communities what a plan like this can look like.
- Pilot/trial areas should be established for experimentation - stewardship system.
- Community should package and showcase.
- Involve other stakeholders in plan.
- Obtain buy-in from county and State approval - build in to BLM planning.
- Review BLM constraints
 - Does it meet legal requirements?
 - May need to make changes.

- Study uniqueness and applicability to their areas

Session: Black Rock/High Rock Inter-District Management Area

Presenter: Bud Cribley - Sonoma-Gerlach Resource Area Manager, Nevada, Tony Danna - Surprise Resource Area Manager, California, Susan Lynn - Public Resource Associates, California

Goal of Session:

Provide case study, collect strengths/weaknesses from participants, identify priority recommendations for future actions on this case study.

Theme: Partnership collaboration.

Key Summary Points:

- Approximately 50 BLM managers and guests developed the following list of recommendations to facilitate resolutions of the issues in this case study:
 - Use outside facilitator/mediator/neutral party.
 - ' Get back together with all involved parties and continue discussion. Be sure all involved publics are included.
 - Identify all the interested parties; bring together and get them involved in the process. (Presentation looked too biased because mining overlooked).
 - Draw in better attendance.
 - Reopen dialogue with various groups; look at issues and common ground. Try to break impasse.
 - Bring various interest groups together; look for common ground; reexamine the issues.
 - Broaden the scope of involvement and intensify effort to come to agreement.
- Go ahead with RMP to open land use allocation issues.
- Don't wait for legislation before initiating management actions.
- Review provisions of FACA (Oregon SO can provide) and make sure you are in compliance.
- Use GIS technology to graphically depict the effect of various alternatives.
- Both (all) parties draft proposed legislation, then exchange and mark-up the proposals. This will show agreement areas and strong points of opposition.
- Let's do an ecosystem management plan which includes several districts, several states and includes NCA as part of plan.
- Have time limit on decisions.
- Do the possible now.
- DMT needs to set course.
- Make sure you have consultation with FWS.
- Need a thorough inventory of the mineral values to help mitigate potential problems.
- Need volunteers and other user groups. Cooperative ventures; perhaps industry could

donate funds.

- Identify all the areas where they agree (Minerals) then work on the areas where they disagree. Perhaps there are alternatives then to mining.
- May be a better way to extract the resource.
- Do no more planing, etc., until after election (new SD).
- Showcase the issue identifying where both uses can win: consumptive uses.
- Start over (target NCA).
- Could the NBS help in their science realm in terms of information gaps to existing data.

Session: Trout Creek Mountain Working Group

Presenters: Jim May, Vale District Manager, Oregon; Doc and Connie Hatfield, Hatfield's High Desert Ranch, Oregon

Goal of Session:

The Trout Creek Mountain Working Group Case Study presented the process used to bring together diverse groups to develop goals, plans, and objectives that support the repairing of the environment. The process was an outstanding example of collaboration and clear understanding and agreement of ecosystem management.

Key Summary Points:

- Keeping BLM employees in place is important
- Value of this process is to show it can be done and it works
- Ranchers must have good spokesperson
- Understanding how the local ecosystem works and being able to influence it through management (BLM)
- Keeping ranchers going is important
- There are not enough environmentalists to participate (distance)
- Personal communication, invitation to participate is important - not formalized and impersonal
- Power of using the "circle" set up for meetings--it works

Session: Rio Puerco Watershed Stabilization Initiative

Presenter: Mike Ford - Albuquerque District Manager, New Mexico, and Roger Peterson, Public Lands Chair, Rio Grande Chapter Sierra Club, New Mexico

Goal of Session:

To provide an example of watershed stabilization within Rio Puerco area and analyze/discuss its strengths/weaknesses.

Theme:

- Partnerships are a big positive.
- Find alternatives to Native American grazing.
- Address issue of the pipeline.
- Change use levels of the lands.
- Different types of livestock should be explored.

Key Summary Points:

- Strengths
 - Steps have been taken to affect change (Hwy 44).
 - Provided economic opportunities to local communities.
 - Collaboration effort will help in long term.
 - Voluntary reductions significant.
 - Established field office in Cuba.
 - Plans exist to close roads.
 - Continue to emphasize successes in other areas of the District.
- Weaknesses
 - Need to move ahead more quickly.
 - Increased population on Public Land.
 - Economic impacts.
 - Difficulty in dealing with Navajo tribes.
 - Pipeline is major obstacle.
 - Change has cost associated with it.
 - Cultural issues to be recognized.
 - Conflict with livestock vs wildlife (i.e., elk).
 - Water - need to get it back into the ground.

Session: Henry's Fork Watershed Council

Presenter: Janice Brown, Executive Director, Henry's Fork Foundation Del Vail, State Director, Idaho

Goal of Session:

To analyze strength and weaknesses of the Henry's Fork Watershed Council Cooperative Management Project.

Theme:

Partnership for Ecosystem Management

Key Summary Points:

Based on the information given, participants made the following recommendations.

Recommendations:

- Develop vision statement, e.g., What is success?
- Ensure good representation and involvement of private landowners and county government.
- Establish binding instrument of commitment from all "neighbors", i.e., MOU or charter.
- Clearly define what will happen if a project doesn't make it through the WIRE checklist. Is there a commitment to cancel or modify the project if it is not approved? Is the initiator of the project bound by a "No Recommendation?"
- Organize existing data to establish baseline conditions and data standards for consistency.
- Quantify problems and identify objectives and priorities of 6 sub-basins to define desirable conditions.
- Identify Federal, State and private sources of funding.
- Develop a national and international outreach program, to include fundraising.
- Get projects on the ground that demonstrate success.
- Use monitoring studies to quantify success, or failure, of project.
- **CAUTION:** Keep studies simple and cost effective. Don't let your resources be consumed by over studying.
- Celebrate and advertise your successes.
- Continue the process - don't lose momentum.
- We strongly support the establishment of neutrally located Resource Centers consistent with them. Emphasize early consolidation of data with each member providing their own data. The technical team would facilitate this compilation to ensure data is accessible to all; review for data gaps; prioritize needs for new studies; and develop criteria for studies and monitoring. An add on item regarding monitoring in the WIRE would allow one to ensure that projects include a monitoring aspect to measure their success.
- Set checkpoints for future dates.
- The Council will evaluate progress and effectiveness by asking if the processes are still working, does direction need to be fine tuned, etc.

Session: Elkhorns Cooperative Management Area

Presenters: Merle Good, Headwaters Resource Area Manager, Montana and
George Weldon - Townsend District Ranger, Helena National Forest, Montana

Goal of Session:

Case Study discussion on the Elkhorns Cooperative Management Area.

Theme: Recommendations for future projects and areas to improve this project.

Recommendations:

- Keep telling story maintain momentum
- Develop more partnerships
- Train in conflict resolution
- Involve public earlier and more
- Use professional facilitation
- Document for future employees
- Integrate budget
- Use GIS technology standards

Session: Marys River Riparian/Aquatic Restoration Project

Presenters: Bill Baker, Wells Resource Area Manager, Nevada and Lee Chapman,
Chairman, Elko County Commission, Nevada

Goal of Session:

To demonstrate how restoration of the riparian/aquatic system of the Marys River sub-basin in Nevada enhanced the health of the ecosystem.

Theme:

Through collaboration and partnership with responsible agencies, individuals, groups, businesses and community interests, ecosystem health can be restored.

Key Summary Points:

- The Elko District, BLM upgraded the formerly endangered Lahontan trout to a threatened species.
- Community support and involvement is critical to success.
- Successful land exchanges lead to better management.
- Monitoring is necessary to measure success.
- Economic and environmental interests both benefitted from project.
- Project demonstrates good ecosystem management that has led to sustainable communities in Elko County.

Recommendations

- Broader base of community support at the beginning
- Communication of costs and benefits of project to all interests
- Local personal relationships and leadership is important
- BLM upper management commitment is crucial
- Early involvement of all responsible agencies
- Use graphic and photo technology to monitor and market success
- Managers to develop checklists to develop, carry out, and implement projects
- Create steering committee to follow through with the project
- Coordinate better with other federal agencies
- Look at pooling concept and third party exchanges for future land exchanges
- Better public involvement in planning and consolidation of plans

Session: Planning for Ecosystem Management in Utah

Presenter: Ken Harrison, DSD, Renewable Resources, Utah BLM

Goal of Session:

Identify strengths/weaknesses of a new way of performing RMPs

Theme: Investigate new planning initiatives.

Key Summary Points:

- Utah has developed a unique approach to developing RMPs.
 - Utah is developing one RMP for eastern Utah instead of requiring each Resource Area to develop one.
 - This supports the concepts of ecosystem management. The key elements of this effort include:
 - Efficiencies of a wide look at interrelated ecosystems and socio-economic infrastructures;
 - Efficiencies to the bureau and the public in addressing planning and environmental mandates simultaneously rather than for nine individual (more with Colorado) Resource Areas;
 - Explore the expanded opportunity to develop consensus on difficult issues (i.e. Wild and Scenic Rivers) over an entire region;
 - Develop consensus on special designations; and,
 - Develop new and lasting partnerships.

Key Summary Points:

- Participants met in small groups to discuss the strengths and weaknesses. They reported back the following comments and recommendations:
 - Prepare a communication plan to involve all parties in the discussion of:

- Objectives of the proposal.
- How conflicts will be resolved?
- How stakeholders will be involved?
- Prepare a charter.
- Develop goals to reflect good ecosystem management.
- Involve the stakeholders early in defining the process and identifying issues.
- Clarify the area and the basics.
- Do a pre-plan analysis to include a definition of skills, area, and publics; current and anticipated uses and impacts; and, ecological carrying capacity.
- Conduct scoping.
- Use existing and new data.
- Don't get too locked into existing plans.
- Involve the public.
- Recognize scales of ecosystems.
- Define the why and where of planning area.
- Use ecological goals as umbrella for RMPs.
- Develop local concerns in regional scheme.
- RMPs take so much time if consensus is the object.
- Need clear explanation of RAs to whole.
- Major public participation plan is needed.
- Put more emphasis on integrating science with planning.
- Assuming more recently completed RMPs are best--and should be tweaked--what if the "whole" system dictates greater needs.
- What level of detail is adequate for information--need to document baseline data for entire area.
- "Fallback: strategies on salvaging progress.
- If Colorado can be brought in, chance for success may be better.
- The plan is fragmented:
 - Use data from plans and other sources.
 - Engage public in process design and scope.
 - How existing plans are used.
 - Need to look at the "big picture".
 - Definition and basis for planning area.
- Recognize "scales" of systems involve (watershed, region, etc.).
- Use "ecological goals" as umbrella and context for RMPs.
- Define how local concerns fir overall scheme (ownership).
- Do a "real good" preplanning analysis:
 - Skills
 - Area
 - Who are your "publics"
 - Current and anticipated use and impacts
 - Data available and needed
 - Need for "ecological carrying capacity analysis"
- THIS IS CREATIVE AND HAS TREMENDOUS POTENTIAL--GO FOR IT!

Session: Owl Mountain Partnership

Presenter: Linda Gross - Kremmling Resource Area, Colorado, Steven Porter - Division of Wildlife, Colorado

Goal of Session:

Share information on the Owl Mountain Partnership and address the success of the project.

Theme:

Partnerships between government agencies, local communities, and public land users to meet ecosystem management objectives.

Key Summary Points:

Owl Mountain Partnership:

- Mission - to serve the economic, cultural, and social needs of the community while developing adaptive long-term management programs, policies, and practices that ensures ecosystem sustainability.
- Goal
 - Create partnerships that build trust and teamwork.
 - Develop and implement an adaptive ecosystem management plan across political, administrative, and ownership boundaries.
- Fundamentals
 - Develop trust and involve locals.
 - Allow sustainable harvests.
 - Community can manage if they accept responsibilities.
 - Environmental education and sharing of knowledge.
- Scope
 - 375 square mile project area (67% public lands) with 25 major ranching operations and over 300 small ranchettes and homesites. Agriculture, logging and recreation economy.

Recommendations

- Focus on outcomes and desires - avoid big words and technical terms. Communicate at the level of the people you are working with - keep it simple.
- Avoid the use of "polarizing" terms.
- Local manager must be able to reach out to external stakeholders and maintain communications with locals.
- Establish steering committee; clarify roles and responsibilities; develop outreach plan with partners.

Empowerment Issue

- Difficult and complex.

- Careful with rules and regs - just work within the law.
- Concern about who is going to do what - will decisions from the group be acceptable by the land manager/steward.
- You need to give - assume you will be able to buy in and accept decisions.

Ecosystem Management

Based on local issues, requires local input, community must accept responsibility for healthy ecosystems.. It takes time and is never fully implemented.

Session: Buffalo Ecosystem Management Demonstration Project

Presenter: Don Hinrichsen, Casper District Manager, Wyoming

Goal of Session:

Develop recommendations for improving or overcoming the weaknesses of the case study.

Theme: Ecosystem planning and re-thinking the process.

Key Summary Points:

Political work for the Buffalo ecosystem project was done early on in the planning stage and has the support of the Governor. Constituents are being developed so that the planning process has ownership by the community and the BLM.

Recommendations:

- Develop more videos for educating the public and dispelling negative perceptions.
- An interagency approach is needed.
- Conduct a Bureauwide assessment of the entire ecosystem process.
- All people involved in planning should share ideas.
- More time needed for study, case not fair to Presenter.

Session: Forest Ecosystem Management (FEMAT/PACFISH)

Presenter: Elaine Zielinski, State Director, Oregon

Goal of Session:

1) Understand FEMAT process; 2) identify strengths and 3) how to build-on strengths, deal with weaknesses

Key Summary Points:

- Presentation on project

- forest summit
- creation of team
- development of options
- FEMAT report/EIS

- Ecosystem approach
 - adoption of management areas
 - interagency cooperation/coordination

Recommendations:

- Capture and share the strong/weak parts of the FEMAT process.
Formal project evaluation. Learn and apply elsewhere.
- Expand the use of technology as a means to share and communicate. Share the data.
- Slow the process down to achieve wider collaboration. Identify and involve all stakeholders. BLM must keep trying to bring opposing forces together.
- Listen to the science earlier--before the train wrecks.
- Celebrate the positive aspects of the FEMAT process.
- The most successful ecosystem management processes are the ones that have involvement of the state and private land managers.
- If you want a partnership with private land owners, you need to find common objectives.

Session: San Simon River Ecosystem Project

Presenter: Lynn Saline, San Simon Resource Area Manager, Arizona

Goal of Session:

Make recommendations to presenter for strengthening his approach to new ecosystem management plan for 2,000 acre area in San Simon R.A.

Key Summary Points:

Rather than going through "strengths and weaknesses" step, group gave a number of reminders/recommendations to strengthen presenter's plans:

- Look at the functioning capacity of the area: for example, in terms of components, desired communities.
- Plan an outreach program for a more formal approach to obtain input from local people. (A little more formal approach to obtain a wide variety of novel ideas).
- Create a vision of the area's potential based on science and an analysis of your monitoring data. "Sell" this vision to the public, have them add to it.
- Work with staff and other interests to define healthy ecosystem for your area. (Compare to presentations we have heard at Summit).
- Seek assistance from Gary McVicker, Colorado State Office, he has ideas to share about public involvement, functioning ecosystems, etc.

- Evaluate the monitoring you have done in the last 10-15 years; implement a new monitoring plan following development.
- See what is going on in adjacent areas and how it relates to your area.
- Consider whether it would be appropriate for someone else to take the lead.

Session: Grasslands Ecosystem Comparison Project

Presenters: Lee Barkow, Chief, Division of Applied Science, Service Center. Chuck Otto, Area Manager, Judith Resource Area, Chuluun Togtohn, Ph.D., Visiting Scientist from Mongolia, at Colorado State University, Bruce Van Haveren, Research Manager, Service Center

Theme:

Ecosystem Management Comparisons involving North American and other similar ecoregions across the world.

Goal of Session:

The objectives for the Ecosystem Comparison initiative over the next four years are to:

- Compare ecological conditions of similar temperate steppe ecosystems in North America and Eurasia;
- Contrast land management practices, both current and historical, and relate to the ecological condition of steppe ecosystems; and
- Develop mutually acceptable methods of measuring ecosystem health for temperate steppe grasslands.

Key Summary Points:

- This case study is based on a premise that ecosystems similar to those BLM manages in the western United States are found in other parts of the world. As an example, temperate steppe ecosystems are found between 40 and 52 degrees north latitude in both North America and Eurasia. Grasslands in North America have remarkably similar ecosystem structures and functions to the steppes of southern Russia, Mongolia, and northern China.
- Grasslands on the temperate steppes of Eurasia have been under a nomadic or semi-nomadic system of grazing for thousands of years and may provide a management comparison that could be used to determine future grassland ecosystem conditions elsewhere in the world.

Recommendations:

As a result of group discussions, recommendations were made on which to strengthen the Ecosystem Comparison Initiative. Provided below are key recommendations set forth by the groups.

- Take a more holistic approach towards the comparison to provide a better picture of biodiversity, sustainability, and ecosystem health.

- Look at biological alternatives to solving problems affecting North America grasslands (i.e., leafy spurge, insects, etc.).
- The project should be used as a springboard to look at long-term needs for ecosystem health; it is an opportunity to look beyond short-term problems.
- Capitalize on timing, global recognition, support from administration and other arenas of support to help promote the project, maintain sustainable ecosystems, and improve ecosystem health.
- The project provides opportunities to solidify support for the effort, and also allows opportunities for others to become involved.
- The project needs more thorough analysis of past practices, pre-settlement uses, climatic conditions for baseline, etc., to gain a better understanding of the data and how we can use it to improve our ecosystem health.
- Project objectives should include actions needed to address the future needs of the lands, including changing social values, and alternative uses and/or precautions to take in the future to avoid or correct mistakes, and to improve and/or sustain ecosystem health.
- Clarify the goals and objectives; the project needs to be more definitive.
- Incorporate the list of strengths and weaknesses generated from the session.
- Establish comparison between climax (benchmark) sites to degraded sites in Mongolia to develop indicators for use in America as it concerns our ecological health.
- Involve all applicable countries in the study to generate more support and to generate funding.

GROUP MEETING WITH SECRETARY BABBITT

The following random group of Managers were selected to attend a 45 minute meeting with Secretary Babbitt.

Random Group:

Donna Lance, AK; Gail Acheson, AZ; Dave Howell, CA; John Husband, CO;
 Fran Cherry, MT; Linda Rundell, NM; Bill Baker, NV; Joe Wichman, OR;
 Bill Stringer, UT; Jordan Pope, WO; Stan McKee, WY; Lee Barkow, SC;
 Charles Bush, ES; Lew Brown, ID.

Secretary Babbitt shook hands with each member of the group and had them introduce themselves, identifying where they had come from. He invited the participants to ask questions or raise issues or concerns specific to their geographic area.

Some of the concerns centered around the revision of the planning regulations and the need to streamline that process including the possibility to share regulations with other agencies dependent upon which agency is the predominant land manager in the affected area. The discussion included rangeland reform issues, the need to pursue alternatives to advisory councils to formalize public involvement, and rebuilding trust with our public. There was a

sharing of several success stories where working with our public and other state and federal agencies has resulted in major accomplishments in the way BLM conducts its business both in range issues and the Pacific Northwest.

Other topics included the more unique issues of the Eastern States office and Alaska, the need for BLM to stay involved in global ecosystem issues, and the need for the agency to invest in its managers and leaders to assist us in the transition into the new collaborative leadership style and empowering of employees.

The Secretary closed the session by encouraging risk taking and sharing some of his personal experiences in the risks he has taken. His philosophy includes: expect some controversy, avoid surprises for management (all of the way up), win over management in advances, cultivate support, and do it thoughtfully and well.

**Luncheon - Collaborative Leadership for Customer Service
Workforce Diversity - 4/27/94 at 12:00 noon**

Larry Hamilton kicked off the luncheon with a video tape entitled, "BLM Today and Tomorrow." ALL BLM States, Service Center, Training Center, and Headquarters Offices were featured in a 15 minute video tape--the scenery was beautiful! Thanks to State Public Affairs Offices that furnished their best slides to Sheri Bell (Colorado Public Affairs) and Randy Hayes-(Service Center). The tape also featured pictures of our partners from Historically Black Colleges and Universities (HBCUs), Hispanic Association of Colleges and Universities (HACUs), and the Resource Apprenticeship Program (RAPS). Participants met in the tent and were served traditional Mexican food for lunch.

The audience was treated to a wonderful series of dances by a Native American dance troupe from Wadsworth, Nevada -- the Truckee River Travelers. Two-year old Amy, danced in every set and stole our hearts!

Next, Bill Calkins, New Mexico State Director, introduced Dr. Gilbert Sanchez from Highlands University who presented Acting Director Dombeck with a signed National MOU between BLM and HACU. This was a historic moment for the BLM. Other HACU schools on hand to witness the signing ceremony included New Mexico Institute of Mining and Technology, Western New Mexico University and Eastern New Mexico University.

Acting Director Dombeck led the presentation of the RAPS awards. Mike invited Angela Segay, one of the original RAPS students from Window Rock, Arizona, to present the Bureau's RAPS award to the Navajo Nation. Accepting the award for the Navajo Nation was Melvin Bautista. Dombeck then presented a RAPS award to Fayette Babby from BIA's Office of Indian Education in Sacramento, California.

The celebration concluded with Deputy Director Denise Meridith acknowledging the work and progress made last year with the HBCUs. Charles Bush announced the five BLM employees recently selected for Intergovernmental Personnel Act (IPA) assignments with five HBCU's. They are:

- Bert Rodgers, BLM, Utah, selected for Alabama A&M University
- Robert Blackman, BLM, Colorado, selected for the University of Arkansas, Pine Bluff
- Annisteen Pack-Lovelace, BLM, California, selected for Bennett College
- Charles Robertson, BLM, Nevada, selected for Florida A&M University
- Lucille Tamm, BLM, Eastern States, selected for Jackson State University

Denise then presented the six HBCU Presidents (or their representatives) with plaques honoring their accomplishments during the last year. HBCUs that sent personal representatives to receive their awards were:

- Bennett College, Greensboro, North Carolina
- Jackson State University, Jackson, Mississippi
- Florida A&M University, Tallahassee, Florida

The other HBCU awards were received by:

- University of Arkansas at Pine Bluff - Martha Hahn, Colorado
- South Carolina State University - Dr. Jim Kennedy, Utah State
- Alabama A&M University - Dr. Jim Kennedy, Utah State

Martha Hahn, Associate State Director, Colorado, presented an MOU with Northern Arizona University in Flagstaff for signature by the BLM State Directors from the 4-corners states. The University is associated with the HBCUs. State Director Bill Calkins from New Mexico and State Director Bob Moore from Colorado were on hand to sign the MOU.

Lunch concluded and was a successful prelude to the afternoon session on Workforce Diversity.

Session: Diversifying Our Workforce

Presenter: Mike Dombeck

- Mike recognized Eleanor Schwartz as being a model of excellence for what we're looking for in the future.
- Over the last 20 years, BLM has increased from 5,000 to 11,000 employees without achieving much progress in increasing the number of minority professionals. Currently, we range from a low of 3 Black female professionals to a high of 80 Hispanic male professionals out of 3,300 professional employees in BLM. We need to learn from the past and move forward. We will succeed together or fail together.
- The President requires performance agreements to reflect an increase in minority employment--results are what count. Everyone must be accountable to be successful in this effort. Let's not argue, we all know it makes good sense to diversify our workforce. We must reflect the population of America.
- Mike Dombeck needs your thoughts on how to achieve goals, what changes need to be made and what skills we need. Finally, how do we get there? What's the plan? The panel will discuss these items this afternoon.

DIVERSIFYING OUR WORKFORCE PANEL DISCUSSION

Session: Proposal for Statutory Reform for Labor Relations, Hiring, Pay, Classification, and Performance Management Systems.

Presenter: Theodore G. Shepard, Deputy Regional Director, Office of Personnel Management, California.

Key Summary Points:

- Several policy changes have been made.
- An executive order established labor management partnerships.
- OPM working with Federal agencies, labor unions, etc. has reviewed the Federal Personnel Manual to determine what to keep and what to abolish. Final changes are expected by the end of the year. We'll be guided by Title V of the US Code and the regulations that implement them. The shift will be to manage by principles instead of processes.
- The changes proposed by the National Performance Review for legislative reform include: 1) establishing labor management partnerships for success; 2) streamline recruiting and hiring system; 3) reform general schedule classification system; and 4) reform performance management systems.
- These proposals are currently being reviewed by the President's Management Council and the NPR. Legislative proposals are expected this calendar year.

Session: What managerial competencies are needed to lead BLM into the 21st century?

Presenter: Dr. Warren Blank - Director, The Leadership Group, North Carolina

Goal of Session:

To illustrate what type of leadership is required in order deal effectively with fundamental changes that are happening in the organizational structure today.

Theme:

Solutions require leadership.

Key Summary Points:

- How leaders think is the foundation of a strong leader -- how a leader processes information, thinks about self, believes in self, thinks about others. A leader thinks the unthinkable, and thinks into the future. There are several factors that are essential in defining leadership:
 - Intention - defines what the leader is thinking about. For example, a leader thinks about the future with an intention to move ahead, a leader thinks about who is

responsible for the organization, etc.

- Attention - defines what the leader is paying attention to everyday (in meetings, to other people, etc.). If a leader's intent is to lead, then a leader must also pay attention to others who are unlike themselves, and how their diversity can help the organization.
- Judgement - a leader will maximize their choices to get more, new, better ideas and innovations. A leader will create new choices if the choice pool is limited.
- Leaders are willing to take risks and model the appropriate leadership behavior to others. A leader will "jumpstart" their mind and create new realities by creating new beliefs.
- The BLM is the custodian of public lands. The BLM is responsible for defining the American West together with the public. Responsible leadership will allow BLM to accomplish the task at hand, and to accommodate the sweeping changes that are affecting the nation and the organization today. Everyone has the capacity to be a leader; one just needs to "turn it on" and make it happen.

Session: Workplace diversity: Moving from awareness to action.

Presenters: Charles Washington, President, Charles Washington & Associates, Maryland;
Dale Emerson, Vice President, Transformations Consulting Group, Maryland;
Patty Bambeck, BLM

Goal of Session:

To present an overview of workplace diversity with an emphasis on how we should move from awareness to action. This presentation was a prelude to the break-out session that followed the panel.

Theme:

BLM has to learn how to attain diversity.

Key Summary Points:

- BLM now has a hierarchial organization, but we are going into a network kind of organization. This complex and interdependent structure must compliment ecosystem management. People are key to sustainable advantage.
- An environment must be created where all people are fully optimized, free to make decisions, take risks, and grow. Change people behaviors to create an environment to effectively work as a team.
- Interrelationship of the people, environment, and business creates the culture of the organization. If you get results you don't expect you haven't recognized effects of all of these elements.

BREAK-OUT SESSIONS

Session: Diversifying our Workforce

Presenter: Mary Ann Simonds, Eco Vision Associates

Goal of Session:

To demonstrate the importance of diversity in all walks of life through experimental learning.

Key Summary Points:

- Allow our perceptions of nature and how we do work to be flexible and move all around.
- We need to educate others about perceptions and how they work for and against us.
- Tools for success include: creativity, awareness, flexibility, diversity, technical, and systems thinking.
- Need to use all ideas (new) and (old) to manage our future challenges.

The experimental learning exercise provided participants with the opportunity to view nature in its ever-changing role. Participants observed their groups being creative, adaptive, and yet relying on their past experiences and relationships to nature. They were flexible with the tasks and rolled with them like is needed in real life.

Session: Workforce Diversity: Breakout

Presenter: Larry Bembry - Service Center Director

Goal of Session:

Collect recommendations from managers on five key policy issues from the HRM Blueprint for Change.

Theme: Small group data collection

Key Summary Points:

Each of three groups of managers identified the following critical actions to implement the HRM Blueprint for Change:

Group #1:

- Train teams together to develop skills working as a team.
- Clearly identify the options we managers can use to meet the diversity challenge and make them simple enough for us to handle.
- Get involved in building curriculum at educational institutions.
- What are the most critical actions that we need to build on or to refine our existing ecosystem management skills?
 - Build skill models pertaining to (a) scientific skills needs or (b) collaborative process

needs?

- Develop improved techniques for building cooperative partnerships with other agencies that have ecosystem related skills?
- Skills training for individual employees?
- Recommendation to have PTC concentrate on developing a skills model and training plan for the adaptive management elements of ecosystem management?

- A clearinghouse and structured process for monitoring and disseminating methods and experiences?
- How important is a "skills bank" and when should it be undertaken: immediately, after "skills models" defined, or after more experience?
- Succession Planning: What actions can we take to make the succession process more credible and open? Government Performance and Results Act requires a formal, comprehensive program.
 - Competitive developmental assignments?
 - Selections made from certified lists?
 - More accurate "pipeline" projections?
 - 12-18 month management shadowing assignments leading to certification?

Group #2:

- Global overlap option (Planning)
 - incentive FTE pool
 - training pool
 - expand from present
- Employee satisfaction - team approach to balance (location, jobs, opportunities)
- Penalty for not doing something v.s. rewards for complying.
- Inform colleges and universities of needs and directions.
- Create FTE incentive pool to hire from the programs (light at the end of the tunnel).

Group #3:

- "Alogists" - Sociologist, Economist, Biometrician
- Be careful about raising expectations for new hires and hiring in general
- Avoid big time frames in vacancies. This will avoid most need for succession "double assignment. Just have person ready to step in as soon as other person leaves. A planning problem not a "personnel rule" problem.
- Need to insure objectives are clearly stated and communicated. Once defined, then must be enforced; not ignored. Tie to incentives and punitive actions. Need "holistic" objectives.

Session: Diversifying Our Workforce

Presenter: Brian Bernard, BLM, Colorado

Goal of Session:

- Identify five critical areas to be included in HRM Strategic Plan for.
 - Target senior citizen volunteers as part of future; recognize them.
 - Recruit more from a "temporary labor force".
 - Get fix on existing/projected workforce.
 - Real work experience is critical as opposed to just training or developmental assignments.
 - Define critical/skills or competencies rather than "rules" from afar

Theme: Could improve diversity

Key Summary Points

- Need to expand use of seasonal employees and volunteers for basic skills/support and increase diversity
- Accountability and performance criteria are so important, they should be discussed and agreed to and implemented by the ELT

Session: Workforce Diversity

Presenter: Paul Ward

Goal of Session:

List major strengths/weaknesses and suggested method to correct weaknesses.

Theme: Succession Planning of Key Leadership positions.

Key Summary Points:

- Succession proposal is addressing a real need; clarify it, communicate it; and show commitment to it,.
- Succession planning for both managers and non-managers should be addressed.
- Maintain a commitment to on-board workforce as a source of future managers.
- Be direct and specific in identifying opportunities and/or positions aimed at diversifying the workforce.
- Management and leadership works; keep it as a screening device for future managers.
- Address the differing skill needs for various levels of managers such as area manager and assistant director.

CAMPFIRE, BBQ, AND HISTORIC PRESENTATION

Following the Campfire Barbeque supper, Joyce Badgley Hunsaker performed her moving dramatic monologue entitled "Fanny." This program is frequently presented at BLM's Oregon Trail Interpretive Center in Baker City, Oregon.

To create the character of "Fanny," Joyce researched Oregon Trail diaries, journals, letters, and other primary source material from the 1840-1875 era. When performing, Joyce wears her great-grandmother's Oregon Trail work dress and bonnet. The props used during the performance are authentic to the Oregon Trail period, and many are family artifacts.

"Fanny" speaks to her audience in the first-person recalling her Oregon Trail experiences -- from her husband selling their Missouri farm to their arrival in the "promised land." There are joyful moments along the trail, but also tragic ones. Joyce's powerful performance enables the audience to visualize the long pioneer journey and to share in the emotions of the journey as well.

Also at the campfire BBQ, our own cowboy poet, Jack Sept, recited the following humorous poem he authored:

After sitting in meetings for hours
Listening to changes and such
I get a very distinct feeling
That I've heard this way too much

Oh yes, I've been empowered
and I work in a collaborative mode
And I've damn sure been flattened out
As all of the boxes showed

Am I ephemeral or perennial
Permanent or intermittent?
And if there is a new organization
Can I be really sure that I'm in it?

All my former customers are now called "stakeholders"
And this is an awesome task you've placed upon my shoulders
Cause I've been asked to communicate, go out and sell my wears...
But its got to be done by someone else
Cause they eliminated Public Affairs

I've looked for help from my elders
Who were willing to lend me a hand
But they're all vanished with smiles
On their faces....checking 25 grand!

So I got very entrepreneurial
And I went to Del Vail with my fear
He said, Jack, it's not midline crisis
You're just being re-engineered!!

Lastly, we were entertained by 2 soon to be Country Western stars. Brad Brown's (BLM-Montana) rendition of "Country Roads" had the entire audience singing and clapping to this John Denver tune. Assistant Secretary Bob Armstrong showed up in his Texas boots guitar picking and singing original songs that Willie Nelson would be proud of.

Daily Summaries
April 28, 1994

Session: Improving the Way We Do Business

Presenter: Nina Rose Hatfield

Goal of Session: Share tools to be used in the future

This talk by Nina Rose Hatfield painted a picture of the future where sound business practice is the norm; following are the major points:

- Improving the way we do business
- We are in change which equals a revolution where old roles no longer exist
- We either swim or drown
- The vortex of change has created a moment to seize
- We most suffer the discomfort while adjusting to new systems and processes
- We must know where we are before we start going somewhere else
- We must accept failures and learn from them
- We have good people trapped in bad systems

Five tools:

- Strategic Planning
- Performance Measurement/Assessing Performance
- Process Re-engineering
- Quality Management
- Automation and Modernization

Session: Performance Measurement

Presenter: Alexis Stowe, Gardiner, Kayma & Associates, Washington, DC

Goal of Session:

Get overview of a very detailed way of measuring goals objective from top through on line.

Theme:

Be specific from top to bottom measuring, evaluating and analyzing all the complexities.

Key Summary Points:

- Identify mission goals objectives fully clearly
- Be specific as to targets, sustainability, evaluate outcomes as well as data
- Be clear about span of control and consequences
- Application of BLM:
 - Look at qualifying measurements not just quantifying ones;

- Riparian monitoring
- Expediting permitting process
- Feedback from public
- Coop with States
- Use comprehensive measurements
- Delineate specifics
- Look at desired future conditions
- Define landscape goal and management action
- Make budget relevant to identified tasks and goals
- Identify units of accomplishment

Session: Strategic Planning

Presenter: Tom Mills, USDA Forest Service, Washington, D.C.

Goal of Session:

Provide information about concepts, tool, and procedures for developing an effective strategic plan.

Theme:

Description of development phases and content of the Forest service's strategic plan.

Key Summary Points:

To lay the groundwork, Tom Mills reminded the participants that in 1974 Hubert Humphrey suggested there must be a better way to plan in the Federal Government than year-by-year. The USFS took advantage of the opportunity to begin looking at the possibility of a strategic plan. Mills described in some detail the procedures or steps USFS personnel took to develop what they call the Resource Planning Act of 1994.

- Assess Trends
 - Objective: Assess resource trends and public policy factors. Tim Pointed out that this step is critical to the planning process and identified results that he labeled "good", "bad", and ugly.
- Assess agency capabilities to contribute
 - Objective: Collect information on agency capabilities.
- Gain Involvement
 - Objective: Get a full array of perspectives and commitment. Mills emphasized that the most important involvement comes from the "internal audience." He said the FS Chief asked every employee to "give me a minute of your time. He further stated that they created an environment in which it is embarrassing NOT to deal with disagreements.
- Clarifying Agency Mission
 - Objective: Given legal mandates, determine the focus of agency missions. Tom

said this step was difficult to work through. He mentioned that the "future focus" was easier than the "present focus."

- Develop the Strategic Plan
 - Objective: A plan for future mission, policy issues and program activities. Mills referred to one as "head," "hand," and "heart."
 - "Head" areas are issues to be resolved.
 - "Hand" areas are activities and outcomes.
 - "Heart" areas are roles.
 - He said he never saw an individual equally interested in all them. Tom stressed that when all members agree, they are probably not dealing with the important issues - or "meat."
- Transform into a Strategic Plan for Change
 - Objective: Focus through a) land and service ethic; b) priority agenda c) implement action

Tom stressed that the Forest Service developed their themes at the end of the process. (Rather than developing them first and working around them.) We said they were forced to address the important ethical question: "Do we protect the ecosystem for the sake of the ecosystem or for what it provides?"

Mills said Forest Service personnel were good at handling "hows" but not so effective dealing with "whats" which require more courage.

- Implement Strategic Agenda
 - Objective: Link the strategic agenda into the processes that move the organization.

Mills emphasized the importance of linking the plan to budget and policy. In addition, he recommended creating specific individual accountability for plan implementation. Mills conclude by identifying lessons the Forest Service learned throughout the strategic plan process. He delineated between things they would do the same and those they would do differently.

Session: Process Re-engineering

Presenter: Brian Dickinson, Logical Conclusions, Inc., California; John Moeller, BLM, Washington, D.C.

Goal of Session:

To learn concepts of re-engineering and techniques for how we can improve the way we do business.

Key Summary Points:

- What is Re-engineering?

- Fundamental rethinking and redesign of business processes to achieve dramatic improvements.
- A tool to cut red tape, serve customers, work collaboratively.
- Not about tinkering around the edges, but to do a complete change -- the blank page approach.
- Predicting the future is easy. It's trying to figure out what's going on now that's hard.
- Major goal is to satisfy the needs of the customer.
- The older the organization, the more ingrained the process.
- Define the essential reasons for your organization to exist--look at why we do what we do. Do those reasons/needs still exist?
- "If your only tool is a hammer, then all the world looks like a nail".

Some functions in the Cadastral Survey program have been re-engineered with great success.

Applications to BLM:

- Potentially be used to look at everything we do, except processes specifically required by law.
- Prioritize where to apply re-engineering (i.e., reorganization, streamlining).
- Let's take the time to do things right.

Session: Quality Management

Presenter: Nancy Golden, BLM, Utah

Goal of Session: Give the participants the basic concepts and implementation strategies for a quality initiative.

Theme: A strategic integrated management system for achieving customer satisfaction which involves all managers and employees and uses quantitative methods to continuously improve an organization's processes.

Key Summary Points:

Three Principles of Quality Management

- Achieving customer satisfaction
- Making continuous improvement
- Giving everyone responsibility

Change doesn't come easily

To have an effective change you need: vision, skills, incentives, resources, and an action plan.

Some problems in initiating a Quality Management program are:

- Implementer's knowledge and understanding of Quality Management is not adequate

- Vague, non-existent goals
- View Quality Management as only quality improvement process teams

Recommendations for improving the odds:

- Establish demanding customer-focused improvement goals
- Involve everyone in accomplishing the goals
- Establish an aggressive plan that summarizes the intended benefit and cost analysis of the outcome
- Restructure if appropriate
- Learn from your mistakes

Martha Hahn, BLM, Colorado, presented her State's experience in implementing Quality Management. The Colorado State leaders have done a number of team-building activities, but teams are really forged when they work together to create something that is important to them, that is, when they want to be a team. They developed a strategic planning process and developed their own vision. Martha also presented a listing of milestones with timeframes for implementing Quality Management in Colorado.

Summary: Automation/Modernization/Data Management

Presenters: John Singlaub, BLM, Oregon; Mike Pool, BLM, New Mexico, Nancy Von Meyer, Vice President, Fairview Industries, Wisconsin

Goal of Session:

Discuss what tools we have or will have to improve the way we do business.

Theme: ALMRS/Modernization - Automation Tools

Key Summary Points:

- Automation is an integral part of how we do business.
- We have "institutionalized" automation and have high expectations.
- Automation is just a tool - as field managers, it is our responsibility to figure out how to use it and apply it to our work.
- Automation presents great opportunities for new business practices and partnerships (such as oil and gas efforts in Farmington, New Mexico).
- Automation is TOOL to do the WORK - not the WORK itself.

ALMRS/Modernization - progress looks good. See DSD, Administration and IRM Chiefs for notes from Monte Jordan. Funding for Modernization is a "gift" from OMB - it is not out of our base or available to re-distribute for other purposes.

Implementation of technology is about society goals - we need to look at technology to help us be better managers in the information age.

With technology and data we need to:

- Share responsibilities
- Share costs
- Share benefits
- Share controls

Also avoid duplication - ask if anyone else has or is collecting data for same purpose, etc.
Also, pursue data standards.

PERFORMANCE MEASUREMENT WORKGROUPS

Participants divided up into 10 breakout groups. Each breakout group focused on one of the five Summit Themes:

- Collaborative Leadership
- Ecosystem Health
- Serving our Publics
- Workforce Diversity
- Improving the Way We Do Business

Within these groups, most divided up into smaller workgroups. Each small group then identified several "outcomes" and attempted to identify performance measures for one of these outcomes.

The following are the combined results from the workgroups for each of the Summit Themes:

Session: Collaborative Leadership

Goal of Session: Measurements of Collaborative Leadership

Theme:

Even though you are more likely to feel that collaborative leadership is happening there are indicators an organization can use to measure success.

Recommended Performance Measures:

- PIPR's eliminated within 2 years
- Customer and employee complaints reduced
- Reduction in external evaluations
- Fewer appeals/litigation based on process
- Increased accomplishments via partnerships
- Implementation time is less
- Reduced costs

- Decreased personnel
- Fewer decision documents - single plans can serve multiple needs
- Decreased time for land use authorizations
- Decreased Congressional earmarking for special projects
- Achieve appropriate skill mix level for goals and objectives of specific ecosystem within a timeframe
- Performance measures are not as appropriate as indicators
- Call lead applies to both external and internal
- This is about health of organization, not PIPR process
- Benchline Survey can really help see effect of collaborative leadership
- Survey public - design of survey critical
- Staff evaluation of managers and understanding by staff of role
- Collaborative Leadership is process not product
- Identifies projects that are immediately appropriate and continue to expand
- Involve interest groups early

Session: Ecosystem Health

Goal of Session:

- Identify one or more outcomes for Ecological Health (what are you trying to achieve?)
- Identify performance measures for one or more of the outcomes you have identified (ways to measure success).

Key Summary Points:

The two workgroups on Ecological Health really got into their topic; developing performance measures for this topic was a challenge and generated a lot of discussion. They also raised some additional issues and questions, which are listed later. The groups identified one or more outcomes for Ecological Health and then tried to develop performance measures for one of their outcomes. Several examples follow:

Outcome: Biodiversity

Performance Measures:

- Increase biota (flora, fauna) - (need to know where we are now)
- Changes in water quality (measure routinely)
- Changes in watershed condition (compare to known or historical sites)

Outcome: Sustainability

Performance Measures:

- Resistance to disturbance
- Productivity over time
- Basic condition of soil, water, air
- Address ecosystem, social/political, and economic (ecosystem management triangle)
- Maintain opportunities for sustainable human and natural communities over time

Outcome: Healthy, Diverse, Functioning Systems/Communities

Performance Measures:

- Clean water
- Decreased TDS
- Increased indicator species
- Decreased turbidity

Outcome: Produce High Quality Water and Properly Functioning Watersheds

Performance Measures:

- Decreased sediment
- Increased fish
- Improved uplands

Other Performance Measures:

- Decreased number of T&E species (gain ground on list)
- Balanced ecosystem, resilience, viability
- Provide opportunities to involve stakeholders
- Resolving issues by build trust with the public, users, and interest people
- Partnerships, cooperative agreements or projects
- Positive public feedback, community support, economic benefits to the community, decreased complaints
- Responding to the public efficiently and simply
- Publication & communication of status of results
- Identify and target inter-agency pilot projects for coordination, cooperation, and collaboration.

Outcome: Increasing Knowledge, Professional Growth and Understanding of Ecosystem Management, Internally/Externally

Performance Measures:

- Provide public education and forums
- Internal training for Bureau employees

Some additional issues raised included:

- Importance of understanding the potential and capabilities of sites and systems.
- To "keep it simple" focus on the desired plant community that will define the communities and will meet the desired "outcome" or "goal". This does NOT mean the resurrection of "SVIM days."
- The ultimate performance measures of ecosystem health need to be an expression of the sum of change in numerous indicators
- We need to focus a performance measure on a social issue like "customer satisfaction."
- Recognize the difficulty of developing standards that relate to ecosystems that may require a decade or more to change.
- Need to establish baseline data for future evaluation. Identify existing data and data gaps.
- Short term as well as long term milestones for ecosystem health, development at an action plan to meet milestones.
- Identify desired future conditions and in the short term use broader general trend analysis as a measurement.
- Use standard and guides in existing and future ecosystem management plans to measure

performance.

Several individuals submitted their names and phone numbers and are willing to continue to work further developing performance measures for Ecosystem Health. Those names have been submitted to appropriate Washington Office Staff.

Summary: Serving our Publics

Goal of Session: To work toward identifying performance measures to improve public service.

Theme: How can BLM better serve the public.

Key Summary Points:

- Recommend BLM NPR staff work with OMB to obtain permission to query the public without OMB's approval.
- External public affairs should be more visible, vocal, and devote more time and resources to gathering, researching, and analyzing data of BLM's public service methods.
- Once the public is involved in the process and feels listened to, BLM employees will be recognized, requested, and treated with dignity in their community. In turn BLMers will model respectful behavior to the public which results in mutual respect. Public expectations will be met. Effectiveness can be assessed for indication of mutual respect through General Management evaluations which include questionnaires being sent to publics.
- This is a prerequisite for achieving a healthy ecosystem.
- BLM needs to identify "our customers" and for what purpose.
- Will we ever know unless we understand their expectations?
- Respond to them when they ask our assistance.
- Accept decisions regardless of outcome (trust).
- When they feel a part of the process.
- Demonstrate evidence of being listened to.
- Being able to anticipate the publics wants.
- When we can deliver a product with an agreed-upon timeframe.
- Alternatives, instead of saying "no".

Session: Workforce Diversity

Goal: Identify outcome-based performance measures for workforce diversity

Theme: Identify what we are trying to achieve and ways to measure success

Key Summary Points:

Where are we now:

- Reduction in FTEs causes difficulties in bringing new people into workforce
- Coops now count against the FTE limiting that option
- We need to create a work environment where everyone is welcomed
- We need to be creative in addressing the issue
- need to look at a variety of issues at BLM before we can begin tackling the diversity issue. Some of the issues include:
 - Look at KSA's that might be barriers
 - State recruitment team can be effective
 - Internal education is needed
 - Learn people's needs/culture
 - Our culture may change over the next 5-10 years at BLM
 - Need #s to demonstrate problems/issues
 - Scholarship positions could be provided to States by WO
 - Age of workforce--need statistics
 - Lack of consistency in program throughout BLM
 - What can we do while we are still reducing FTEs?
 - Need to look at windows of opportunities (i.e., RAPS)
 - Education -- start selling BLM below college freshmen level
 - Policy direction from WO
 - Exist interviews--why are we losing people
 - Lack of opportunity for advancement
 - Review \$ available on a Bureauwide basis to see if we are using it the best way

How will we know when we've achieved workforce diversity?

- People are free to express personal, personal, professional values and ideas.
- People don't have to hide their values or identity.
- Employees accept, support and value differences.
- When supervisors or managers advance or select women, minorities, or white males without being challenged when its perceived as good for the agency.
- When you no longer have to think about what you are doing, no longer think about diversity as an issue.
- When we are no longer talking about it.
- When decisions and workforce demographics represent the diverse culture of our customers; this changes through time.
- When everyone feels that who they are as a person and professional, contributes to the agency.

Performance Measurements:

- Employee and management surveys and interviews to measure work quality, job satisfaction, and employee comfort
- Numbers of EEO complaints and grievances - hiring, promotion, etc.
- Success in resolving grievances in informal way
- Recruitment/retention without reminders re: PATCO categories
- Numbers of training sessions, workshops meetings on the subject
- Employee surveys

- Data analysis
- Evaluation of performance
- Develop measures and monitors of workforce and community diversity on an equal path to ecosystem health
 - Is it there?
 - Is it effective?
 - Is it valued?
- Feedback - both internal and external
- Candidate pools representative of the demographics/culture

Session: Improving the Way We Do Business

Goal of Session:

Brainstorm ideas for developing/identifying performance measures for improving the way we do business.

Key Summary Points:

- Group believed that the only way to improve the way we do business is to focus on several factors. For instance, BLM, through input from all levels of the organization, needs to develop performance measures on:
 - Human Resources
 - Ecosystem Health
 - Customer Service
- The group focused on one of these topics, Ecosystem Health and chose the top three areas to focus on:
 - Biodiversity
 - Resource sustainability, including economic diversity
 - Flexibility of rules
- There is genuine support and willingness to change, and although not everyone buys into change, those that do must be advocates.
- We need to recognize differences in what is important to who -both internal and external customers, users, owners, staff, etc.
- With Ecosystem Management we need to broaden assessments of performance tiered to specific actions.
- We need to be consistent and responsive to meet customer expectations
- We need lots of education to get outcome-based measures. Management needs to recognize this and help.
- Customer expectation - don't just meet them - EXCEED them.
- Don't build performance measures from the top down - build at the ground level.
- Need flexibility - recognize differences in customers, constraints, information availability, priorities, etc.
- Evaluation - ask the customer "did we do a good job?" If not, what can we do different or better.

- Ensure process is appropriate for outcome.

MODEL FOR DEVELOPING PERFORMANCE MEASURE

- Identify and collaborate with involved customers.
- Reach consensus on expectations/deliverables, including process and timeframes.
- Meet or exceed expectations

Session: Luncheon Speaker

Presenter: Dr. John Daly, University of Texas, Austin

Goal of Session:

Motivation

Theme:

Effective Leadership and Communication

Key Summary Points:

- Two critical issues for organization and leaders:
 - Incredibly good service to publics
 - Ability to communicate with people
- When people get lazy about communication, relationships suffer. Leadership ties in the ability to communicate. We judge people based on how confident and knowledgeable they appear.
- Characteristics of effective leadership:
 - Pay rapt attention to customers and employees
 - Create a sense of pride in people
 - How do we make people proud to work here or proud to be our customers?
 - Pride only happens when they've done something
 - Pride comes on whatever we've accomplished
 - Pride comes from being distinctive
 - Highly consistent on things that are important
 - People want actions to have dependable consequences
 - Apathy comes from randomness
 - Strong and abiding sense of purpose
 - All the motivation in the world is no good without a sense of direction
 - Sense of purpose needs to be tied to what customers want
 - Optimism
 - Every leader exudes optimism
 - Hire leaders to be cheerleaders
 - Look for opportunities
- Other key points:
 - BLM has changing mission and vision--it's so big we can't miss!

- There is no physiological difference between excitement and fear.
- What would happen if BLM said our job was to make people successful?
- If we decided people were prospects rather than customers, we would treat them differently.
- Leadership and service go hand in hand

SESSION: Close-out...The End of the Beginning

PRESENTERS: Mike Dombeck - Acting Director
 Denise Meridith - Deputy Director
 Bob Armstrong - Assistant Secretary, DOI
 Ed Hastey - State Director, California

GUEST SPEAKERS: Ed Marston - High Country News
 Dr. Chet Newland - University Southern California

GOAL OF SESSION: To express appreciation to all participants for involving themselves in the summit; to encourage all participants to return to their states with enthusiasm to take the agency into the future; and to express the support from the highest levels of the agency and the department.

THEME: The biggest challenge is yet to come...What happened this week is not as important as what will need to happen in the future! Keep it simple; get back to basics!

KEY SUMMARY POINTS:

- The Bureau has been on the path of change for several years, and has a firm foundation. How we charge into the future will determine the course of the agency and the American West. Communities, other agencies, and publics must all work together and collaborate efforts in order to meet the future.
- As Director, Mike Dombeck walked around the room asking participants what they will do when they return to their home offices, all the participants were enthusiastic and energetic about implementing ways in which to use what they have learned at the summit.
- Denise spoke about "re-entry"...planning the landing. Managers may encounter various types of reactions back at their home offices. Some may be enthusiastic, others may be fearful, and some may roll their eyes. This is the real challenge. The leaders must have confidence and must keep the vision. People will have to believe that you're serious about what happened at summit...and this will take a lot of leadership and commitment. **KEEP THE FAITH!** It is sometimes easier to quite along the way, but we need to hang in there and keep the faith. All managers and employees will be supported from the top levels of the agency as well as the Department of Interior, Secretary Babbitt.
- Keep the legacy going, because the country deserves it and needs it.

The Director has promised follow-up and many changes.

- Based on the health of the lands and what we need to do to get there, every State Director will be held accountable and using the Pyramid Model, based on budget and FTEs that gets to the land and to the people.
- Collaboration: working with external interests.
- Eliminate filters in the organization. The "filters" in the organization will be part of the teams building the product(s). If reviewing an RMP, HMP, or other plan, there should be "on-the-ground " support working with the team to build in quality. Build it in the first time...don't review it, mark it up, and give it back...this will stop happening.
- Reorganization: The Director has made some decisions about reorganization.
 - Need to make sure the field offices and the WO doesn't get out of "sync". Need to stay in tune with each other.
 - There will be 600-700 positions moved out to the resource area level;
 - And establish another Deputy Director position at headquarters level. This position will be an Area Manager. The AM will serve a one week rotation period, in the WO with full authority to be a part of the Headquarters Management Team, and will start week after next.

Finally, tell the truth, celebrate diversity, provide excellent customer service and leadership, reward excellence, and remember to Keep The Faith!

BLM SHOWCASE

Automated Tracking of Alaska Native Land Transfers, ALASKA
Wayne A. Boden/Raymond L. Thomas, AKSO, FTS 007-271-4595

Campbell Creek Environmental Education Center, ALASKA
Richard J. Vernimen, Anchorage DO, 907-267-1246, FAX 907-267-1267

Changing With the Times, Arizona
Lester K. Rosenkrance, SD, AZSO, 602-650-0424

Partners in Flight, ARIZONA
Greg Yuncavich, Tucson RA, Safford DO, 602-457-2265

Fish Slough ACEC, CALIFORNIA
Genivieve Rasmussen, Bishop RA, Bakersfield DO, 619-872-4881, FAX 619-872-2894

Collaborative Strategy for Endangered Species Act Compliance and Economic Recovery of Local Communities, CALIFORNIA
Robert E. Beehler, Hollister RA, Bakersfield DO, 408-637-8183, FAX 408-637-5218

Sacramento River, CALIFORNIA
Mark T. Morse, Redding RA, Ukiah DO, 916-224-2100, FAX 916-224-2172

Mechanical Integrity of Natural Gas Wells and Ground Water Monitoring, COLORADO
Sally Wisely, San Juan RA, Montrose DO, 303-247-4082, FAX 303-385-4818

New Perspectives on Heritage Education, COLORADO
Sally Wisely, San Juan RA, Montrose DO, 303-247-4082, FAX 303-385-4818

Trapper Creek Riparian/Aquatic Restoration, COLORADO
Mike Mottice, Glenwood Springs RA, Grand Junction DO, 303-945-2341, FAX 303-945-5312

GLO Automated Records Project, EASTERN STATES
Carson W. Culp, Jr., Eastern States Office, 703-440-1700, FAX 703-440-1701

BLM in the East - 31 States of Innovation, EASTERN STATES
Carson W. Culp, Jr., Eastern States Office, 703-440-1700, FAX 703-440-1701

Fire Rehabilitation for Burned Watersheds in the Idaho High Desert/Mountain Interface, IDAHO
Mary Gaylord, DM, Shoshone DO, 208-886-7201, FAX 208-886-7317

Livestock Grazing: Fisheries Concerns and Recommended Actions, IDAHO
Delmar Vail, SD, IDSO, 208-384-3001, FAX 208-384-3007

Partners for Healthy Habitats - Rangeland Management in Nevada, NEVADA
Michelle Barret, NVSO, 702-785-6586, FAX 702-785-6602

Partnerships in Action - Nevada BLM and Florida A&M University, NEVADA
Charlie Robertson, NVSO, 702-785-6400, FAX 702-785-6411

Municipal Sludge Biosoils in Great Basin Mineland Reclamation: The Butcher Boy Pilot Study, NEVADA
Jim Elliott, DM, Carson City DO, 702-885-6100, FAX 702-885-6147

The Significance of Geographic Technologies in Implementing the BLM's Mission of Ecosystem Management, NEW MEXICO
Mike Ford, DM, Albuquerque DO, 505-761-8715, FAX 505-761-8909

Albuquerque Administrative Support Center, NEW MEXICO
Zola M. Williams, Albuquerque SC, 505-761-8723 FAX 505-761-8911

Diversifying Our Workforce, OREGON
Jim Hancock, DM, Prineville DO, 503-447-8700, FAX 503-447-8798

Being There, OREGON
Chuck Hoyt, ORSO, 503-280-7027, FAX 503-280-7333

Yaquina Head - The Future of the Bureau of Land Management, OREGON
Dick Prather, Tillamook RA, Salem DO, 503-375-5646, FAX 503-375-5622

The BLM Service Center: A National Performance Laboratory, SERVICE CENTER
Larry Bemby, Director, SC, 303-236-6352, FAX 303-236-6450

A Decision-Support Tool for Ecosystem-based Management, SERVICE CENTER
Jim Turner, SC, 303-236-0840, FAX 303-236-7990

The Contribution of EMAP to Healthy Ecosystems, WASHINGTON OFFICE
James M. Colby, WO, 202-452-5100, FAX 202-452-5171

Geosciences, WASHINGTON OFFICE
Francis Eickbush, WO, 202-452-5063, FAX 202-452-5046

Partnerships for America's National Historic Trails, WYOMING
Ray Brubaker, SD, Tim Monroe, WYSO, 307-261-7601, FAX 307-261-7721

Absaroka Front in Northwest Wyoming - A Multiple Use Challenge, WYOMING
Joseph T. Vessels, Jim Wolf, Stephen J. Christy, Worland DO,
307-347-9871, FAX 307-347-6195

Noxious Weed Management in the Greater Yellowstone Area - A Study in Cooperative Management, WYOMING
Darrell C. Barnes, Stephen Christy, Worland DO, 307-347-9871, FAX 307-347-6195

What is the Bureau of Land Management and What Does It Do?

The **Bureau of Land Management** was established in 1946 by the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934).

The Bureau has an **annual budget** of more than **\$1.2 billion** and more than **10,000 employees**.

The BLM is responsible for the total management of **270 million acres of public lands**. These lands are located in **28 States**, including Alaska. This land constitutes about **13 percent** of the total surface **of the United States**. In addition, BLM is responsible for the subsurface resource management of an additional 300 million acres where mineral rights are owned by the United States.

Resources managed by BLM include timber, solid minerals, oil and gas, geothermal energy, wildlife habitat, endangered plant and animal species, rangeland vegetation, recreational and cultural values, wild and scenic rivers, designated conservation and wilderness areas, and open space. Bureau programs provide for the protection, orderly development, and use of the public lands and resources. The Bureau manages watersheds to protect and enhance soils and improve water quality; develops recreation opportunities; protects and manages wild horses and burros. The Bureau oversees and **manages the development of energy and mineral leases**. The BLM issues rights-of-way for crossing Federal lands; surveys Federal lands; establishes and maintains public land records and records of mining claims; and, administers the program for making payments in lieu of taxes to units of local government based on Federal lands within their jurisdiction.

How is BLM Changing?

BLM is responsible for managing the use of the public lands in a manner that is both ecologically sustainable and in the long-term interests of the American taxpayers. BLM is responsible for accomplishing this mission in a dynamic atmosphere of renewal and innovation. **BLM's customers' expectations are changing, the public land laws are changing, environmental conditions are changing, and our understanding of how ecosystems function is changing.** BLM must adapt to these new circumstances to play an effective role in the future.

To do this BLM needed to establish a **"corporate agenda for change."** It needed to explain that agenda to its managers, set clear priorities, and make managers accountable for creating a culture of change and for the consequences of their management.

The BLM Summit, **April 25 to 29, 1994**, provided the critical turning point in achieving these ambitious goals. This historic meeting drew together all of the BLM's managers and more than **100 outside customers** to discuss ways in which the BLM can improve its performance and **"to get solutions from those affected."** To do so, BLM established a **"back to basics"** agenda to understand and promote change within the Bureau. The Summit and the BLM follow-up

activities revolve around 5 central themes:

- Serving current and future customers.
- Maintaining healthy ecosystems.
- Diversifying and empowering the workforce.
- Improving the way BLM does business.
- Promoting collaborative leadership.

How does change fit with the bureaucracy?

BLM has pioneered an approach to reengineering through teamwork based on principles of Michael Hammer. The teams include customers, processors, and suppliers of the process in development of a team charters, team goals and objectives and team work plans. These teams can cut through the waste in government and strip the bureaucracy down to its basic functions producing dramatic results and savings. For example, a BLM budget team has proposed a complete restructuring of the way in which the Bureau's budget was prepared by decreasing the number of employees involved in budget preparation and tracking and will save \$4 million. 45-

BLM has chartered management and performance teams reviewing its finance processes and its evaluation processes. Both of these efforts will help simplify the way BLM does business and save taxpayer dollars. This will produce better results in shorter time for less money.

BLM has chartered an oil and gas performance team that is working with the industry, the conservation community, other federal agencies, States and the public to cut red tape, eliminate paperwork and duplication of effort and decentralize decision-making. This effort may lead to "one-stop shopping" for permitting; better, less costly and more timely environmental reviews; and, fewer administrative appeals and less litigation.

BLM's Washington Headquarters and State offices are streamlining decision-making and eliminating duplication of supervision to get closer to the resources. As a result of these efforts 500 to 700 BLM employees will be reassigned to work on the local levels closest to the land and its resources.

How does this fit with the land?

The West is changing very rapidly. The Western States are becoming more urbanized and this dramatic population shift is transforming the demands on and expectations for public land management. BLM's employees know this. They understand that the BLM must change to effectively meet these new challenges. BLM leadership role is to facilitate change and to guide the BLM into this new era.

It is easy to talk about change. But, it is hard to manage it. To manage change, BLM needs managers with vision of where we are going and clearly defined goals and objectives.

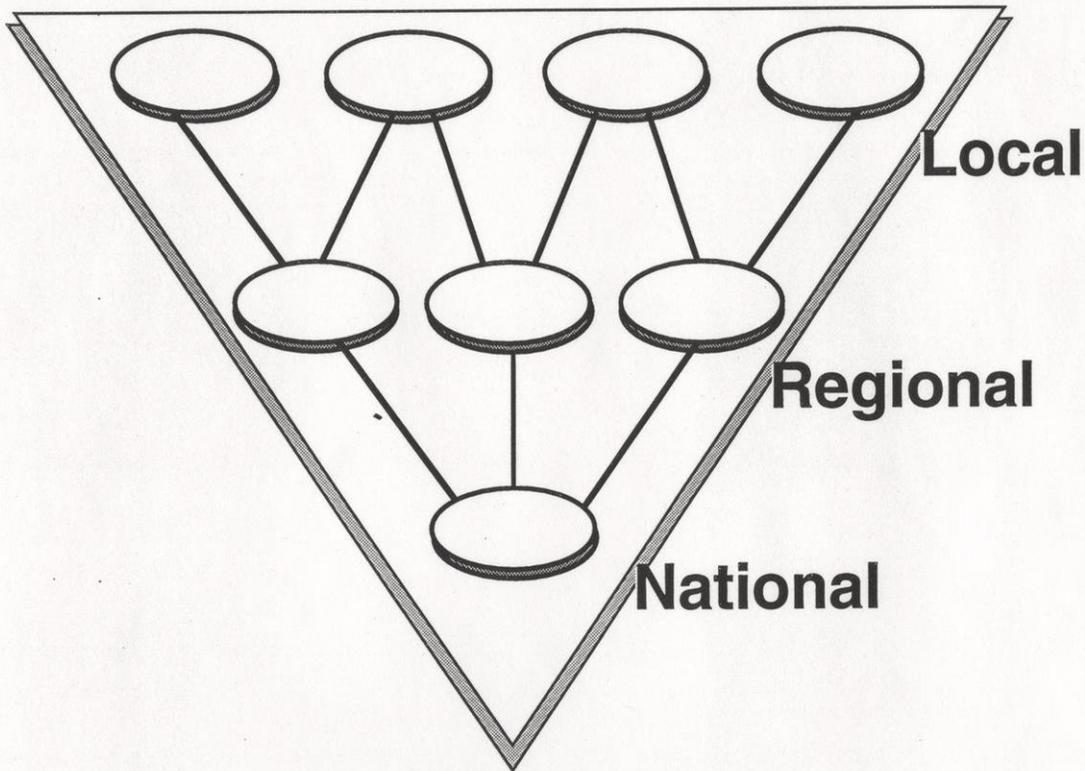
The BLM Showcase is an exhibition of BLM managers "making lemonade from lemons" by managing the use of the public lands in a manner that is both ecologically sustainable and in the long-term interests of the American taxpayers. These projects demonstrate that a "bottoms-up" organization can become a "government that works better and costs less."

BLM has created a new Deputy Director position, filled weekly by a field manager so that the Washington Headquarters has a continuous field presence in all management deliberations.

Under the theory that you cannot "inspect quality into anything," BLM has stopped reviewing routine business events and transactions concluded by its State and field offices. Instead, the Washington and field cooperate on interdisciplinary teams that chart policy alternatives for the organization to build quality, customer service and improving the land into out processes and our corporate culture.

BLM has inverted its "management pyramid" to tip the organization and its priorities to delivering customer service that improves the land, not "managing" the land from afar.

THE INVERTED PYRAMID = A "TIP"



PRIORITIES _____
Organization
Budget
Planning

September 1994

THE BUREAU OF LAND MANAGEMENT



BLUEPRINT

for the ***Future***

U.S. Department of the Interior
Bureau of Land Management

From the Director

September 1994

Dear Reader:

The following pages describe how the Bureau of Land Management (BLM) is preparing to move toward the 21st century. This Blueprint for the Future was developed through an extensive process that began in the summer of 1992 and concluded with the BLM Summit in April 1994. During the weeklong Summit, 400 BLM managers met with over 100 outside participants to discuss the challenges we face and to help us chart a course for the future.

The Summit participants helped us identify the following five overarching goals:

- Maintain healthy ecosystems,
- Serve current and future publics,
- Promote collaborative leadership,
- Improve business practices, and
- Improve human resource management practices.

The first two goals address our commitment to the land and the public we serve. To accomplish these goals we must transfer more financial and human resources to the field level of our organization. We will be able to do this only if we become a more efficient and effective organization—the focus of the last three goals.

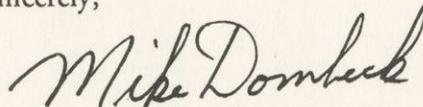
I will assign the strategies described in the Blueprint to my Assistant Directors for implementation. They will be responsible for establishing priorities and for developing more detailed action plans. We cannot undertake all of these strategies at the same time.

Please note that we have also prepared new Mission and Vision statements. We think they reflect the changing face of the West, the needs of the land, and the demands of the American taxpayer. Our goals are ambitious. They signal a new direction and vision for the BLM.

Reconciling the needs of the people with the limits of the land is not an easy task. The only remaining frontiers in the West are found in the spirit of its people. Our charge is to respect that spirit while providing for the long-term needs of society. We simply cannot hope to do this without first securing the health of the land.

I urge you to help us accomplish our goals and to make our vision a reality.

Sincerely,



Mike Dombeck



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September 1994

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- Improve human resource management practices.
- Improve business practices and
- Promote collaborative leadership.
- Serve current and future public.
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Mike Dombeck



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THE AGENCY

The Bureau of Land Management (BLM) is responsible for managing close to 270 million acres (110 million hectares) of land—about one-eighth of the land in the United States—and 570 million acres (232 million hectares) of subsurface mineral resources. Most of these lands are located in the western United States, including Alaska, and are dominated by extensive grasslands, forests, high mountains, arctic tundra, and deserts. The BLM manages a wide variety of resources and uses including energy and minerals, timber, forage, wild horse and burro populations, fish and wildlife habitat, wilderness areas, and archaeological and historical sites.

The BLM's roots go back to the Land Ordinance of 1785 and the Northwest Ordinance of 1787. These laws provided for the survey and settlement of the lands that the original 13 colonies ceded to the federal government after the War of Independence. As additional lands were acquired by the United States from Spain, France, and other countries, Congress directed that they be explored, surveyed, and made available for settlement. In 1812, Congress established the General Land Office in the Department of Treasury to oversee the disposition of these federal lands. As the 19th century progressed and the nation's land base expanded further west, Congress enacted a wide variety of laws to encourage settlement. These laws included military bounties; grants for the construction of wagon roads, canals, and railroads; the Homesteading Laws; the Mining Law of 1872; the Desert Land Act of 1877; and the Timber and Stone Act of 1878. One of the underlying assumptions in these laws was that eventually all of the federal lands would be transferred to private interests or state and local units of government.

The creation of the first national parks, forests, and wildlife refuges in the late 19th century signaled a shift in philosophy. By withdrawing these lands from settlement, Congress made it clear that they were to remain under federal ownership and management.

In the interest of resource conservation, Congress also enacted a number of laws early in the 20th century directing the Executive Branch to begin to manage activities on the remaining public lands. The Mineral Leasing Act of 1920 provided for leasing, exploration, and production of selected commodities such as coal, oil, gas, and sodium. The Taylor Grazing Act of 1934 established the U.S. Grazing Service to manage the public rangelands. In 1946, the Grazing Service was merged with the General Land Office to form the Bureau of Land Management within the Department of the Interior.



At that time, there were over 2,000 unrelated and often conflicting laws concerning management of the public lands. The BLM had no unified legislative mandate until Congress enacted the Federal Land Policy and Management Act of 1976 (FLPMA).

In FLPMA, Congress recognized the value of the remaining public lands to the American people and declared that these lands would remain in public ownership. Congress also codified the principle of "multiple use" management, defined as "management of the public lands and their various resource values so they are utilized in the combination that will best meet the present and future needs of the American people."

While adhering to this multiple use mandate, the BLM's management direction has evolved over the last 18 years as the bureau has adapted to new Congressional directives and court decisions, changing demand patterns, and a maturing understanding of what is required to use natural resources on a sustainable basis.

In managing the public lands, the BLM performs a wide variety of functions including, but not limited to, taking inventory of resources; preparing land use plans and assessing environmental impacts; conducting land surveys; issuing leases and other use authorizations; enforcing permit conditions; designing and constructing roads and other improvements; restoring degraded fish and wildlife habitat; identifying and protecting significant natural, cultural and recreational resources; and monitoring resource conditions. In addition, the BLM maintains the original property and cadastral survey records of the United States. All of these activities are conducted with extensive public participation and in coordination with other federal agencies; state, tribal, and local governments; and other affected interests.

The BLM is headquartered in Washington, D.C., with field offices throughout the United States. It also operates several specialized offices including a national training center and a fire center.



THE CHALLENGE

The American West is changing. A growing and increasingly urban population is placing new demands on the natural resources of this vast region. These changes in demand, taken together with growing public concern over the health of waterways, grasslands, and forests; an increasingly complex set of legal mandates; greater knowledge of how to manage natural resources on a sustainable basis; and the technological opportunities provided by computers, are creating significant challenges and opportunities for the BLM. These changes challenge us to:

- *Become more aware of the status, trend, and overall health of the land.* We need to collect new types of scientific information, make better use of the data we already possess, and communicate the implications of this information to the public; adjacent private property owners; other federal agencies; and state, local and tribal governments.
- *Work with new groups of people and expand our relationships with traditional land users.* We must become more open and collaborative in our decision-making procedures.
- *Help local communities anticipate and adjust creatively to changing environmental, social, and economic conditions.*
- *Work across larger geographic areas and plan for longer time frames.* We need to look beyond traditional professional and administrative boundaries and work more closely with neighboring property owners. We must recognize the regional, continental, and international implications of our resource management decisions.
- *Identify and protect significant natural and cultural resource values on the public lands.*
- *Continue to refine our understanding and practice of multiple use.* We must identify thresholds to use and encourage sustainable resource use patterns.
- *Delegate more authority to field managers, measure their performance, and hold them accountable for results.*



- *Become more efficient in our use of human and financial resources.* This will require us to redesign and automate many of our existing permitting and administrative procedures.
- *Expand the skills mix of our work force and ensure that each employee has meaningful opportunities to help the agency accomplish its mission.*

Faced with these challenges, the BLM is changing. Increasingly over the past few years, the BLM has begun to: treat ecological impacts on an ecosystem or landscape scale; recognize the demands of new public land users while still addressing the needs of traditional user groups; recognize the unique role of the public lands in conserving significant ecological and cultural resources; employ more open and collaborative decision-making procedures; and streamline and modernize administrative processes. To date, many of these changes have occurred at the field level through collaborative efforts with other agencies, adjacent landowners, and local publics.

In order to share and build on this field experience, in April 1994, the BLM convened the BLM Summit, a meeting of all BLM managers and over 100 people from outside of the organization. Outside participants included cattlemen, environmentalists, oil and gas operators, loggers, recreational users, the press, and representatives from state, local, and tribal units of government. Five overarching strategic goals emerged from the weeklong meetings.

These goals, the actions required to accomplish them, and a mission and vision statement for the BLM are outlined in the following pages. Together, they chart the BLM's new course.

THE MISSION

The Bureau of Land Management administers public lands within a framework of numerous laws. The most comprehensive of these is the Federal Land Policy and Management Act of 1976 (FLPMA). All bureau policies, procedures and management actions will be consistent with FLPMA and the other laws that govern use of the public lands.

It is the mission of the Bureau of Land Management to sustain the health, diversity and productivity of the public lands for the use and enjoyment of present and future generations.

THE VISION

The Bureau of Land Management will:

- Provide for a wide variety of public land uses without compromising the long-term health and diversity of the land and without sacrificing significant natural, cultural and historical resource values;
- Understand the arid, semi-arid, arctic and other ecosystems it manages and commit to using the best scientific and technical information to make resource management decisions;
- Resolve problems and implement decisions in collaboration with other agencies, states, tribal governments, and the public;
- Understand the needs of rural and urban publics and provide them with quality service;
- Maintain a skilled and highly professional work force;
- Clearly define and achieve objectives through the efficient management of financial, human, and information resources;
- Efficiently and effectively manage land records and other spatial data; and
- Commit to recovering a fair return for the use of publicly-owned resources and to avoid creating long-term liabilities for the American taxpayers.

STRATEGIC GOALS

Maintaining Healthy Ecosystems

Goal: Restore and maintain the health of the land

Discussion:

Healthy, productive, and naturally diverse ecological systems are essential to the nation's stability and well-being. Healthy ecosystems also ensure that future generations enjoy social, economic, aesthetic, spiritual and other benefits from the land. *Ecosystem Management in the BLM: From Concept to Commitment* provides a framework for the BLM's approach to ecosystem management. The BLM is committed to maintaining and restoring the long-term health of the public lands. This will be done in partnership with state, local, and tribal governments; other federal agencies; and interested publics.

To effectively implement ecosystem management, the BLM will need to: better understand historic and present conditions of the land; use science and technology to identify and relieve stresses to the land's health; and work with the public to develop consensus goals for the health of the land. Obtaining this information and achieving these goals will require coordinated planning and collaborative approaches to implementation. Periodic integrated assessments will be conducted at various scales to help the BLM make better management decisions.

These assessments will help the BLM to:

- Define critical baseline information on the status and trend of the land's health;
- Predict direct, indirect, and cumulative effects of activities on the land, water, and air; and
- Identify and evaluate long-term trends.



The BLM will work closely with the National Biological Survey and others to use historic and existing information and the results of assessments to identify indicators of ecosystem health and function (e.g., water temperature, streambank stability, and percent native vegetation). Management actions will then be modified in response to adverse changes in ecosystem health and function. The BLM will use and share the best scientific and technical information available to support land use decisions and management direction. Thus, local communities and governments will be better able to anticipate and adjust to changing social and economic conditions.

The BLM will implement or develop policies for measuring, restoring, and maintaining the health of the land in coordination with other agencies, units of government, and educational institutions. We will encourage extensive public participation in planning processes. The BLM will recognize the need for local and regional flexibility to accommodate site-specific conditions and natural events such as drought, fire, and flooding.

Actions to achieve the goal include the following:

- Improve existing inventory and monitoring procedures; identify gaps, eliminate duplication, and standardize procedures with other agencies where possible.
- Conduct ecological and socio-economic assessments such as the proposed National Interagency Ecological Assessment and watershed analysis processes.
- Enhance our ability to manage, exchange, and use automated spatial and land record data.
- Develop ecologic and social indicators that measure the health of the land and the sustainability of local communities. Initial efforts will focus on key river basins, arid and semi-arid regions, and arctic tundra.
- Revise planning procedures to reflect ecosystem management principles. Develop regional standards to guide resource management and use.
- Inventory significant natural, cultural, historical and recreational resource values on the public lands and initiate protective measures where appropriate, including land exchanges.
- Identify degraded ecosystems that should be restoration priorities.
- Document and share successes in implementing ecosystem based management approaches.



Serving Current and Future Publics

Goal: Improve service to the public and encourage sound use practices

Discussion:

The demands being placed on the public lands are growing in tandem with the number and diversity of the people the BLM serves. Our ability to meet these new demands will depend on improving the bureau's *accountability* to users of the public lands while emphasizing the *responsibility* of those users to adhere to an ethic sensitive to the land's health and responsive to the public's right to receive fair value in return.

The BLM will focus on the desired *outcomes* of land management policies and practices, both in terms of the health of the land and the needs of our publics, including adjacent landowners and other citizens impacted by activities the BLM authorizes. We intend to become a better neighbor in local communities by implementing a series of recently issued Executive Orders concerning pollution prevention, recycling, use of environmentally preferable products and services, and environmental equity issues affecting minority and low income populations.

The BLM has historically made land available for authorized private sector activities, such as recreation, energy and mineral commodity extraction and production of livestock forage; and we will continue to do so. Taxpayers should expect to receive a fair return from such transactions, consistent with existing laws. The BLM also will ensure that environmental impacts on the land and on other users are minimized so as to prevent long-term impairment or the creation of unfunded taxpayer liabilities.

Two additional Executive Orders which call for eliminating one-half of the BLM's internal regulations and improving customer service support efforts to reengineer and radically streamline the BLM's authorization and permitting procedures.

The BLM will develop and adhere to standards for customer service and adopt a "one window" approach for dealing with the public. Underlying this concept is a mutual obligation: the BLM will provide more efficient and cost-effective services while customers will cover the costs associated with program administration and resource use.

Actions to achieve the goal include the following:

- Revise existing use authorization and land acquisition, disposal, and exchange procedures to focus on performance, combine related functions, and capitalize on the opportunities for automation.
- Form partnerships with states, interested private landowners, and public land users to prevent pollution and restore degraded public land; seek assistance from local communities, organizations and individuals to provide needed services, thus ensuring local involvement in safeguarding and managing the public lands.
- Develop and execute an auditing system to assess and improve upon the safety and environmental performance of BLM facilities, procedures, and internal management practices.
- Provide for appropriate protection of the public lands, their resources, and users.
- Develop and execute a strategy for assuring fair return for uses of the public lands, including providing opportunities for competitive bidding where appropriate.

Promoting Collaborative Leadership

Goal: Foster more inclusive decisions and better accountability

Discussion:

Collaborative decision making requires timely inclusion of viewpoints and ideas. This should begin early in the process and proceed through implementation and monitoring of results.

For the BLM, collaborative decision making encompasses both an internal and an external component. Internally, the BLM is moving toward a more informed collaborative decision-making process, with more employee empowerment and interdisciplinary teamwork. The BLM will need new skills to facilitate this teamwork and manage change. The BLM also will develop new procedures for measuring performance and holding team members accountable.

The BLM will learn how to better include external parties in decision making. BLM managers already encourage extensive public involvement in meeting their responsibilities. When such involvement is effective, it results in more informed and timely on-the-ground decisions.

It will be the BLM's policy to include employees and the public in the decision-making processes, where legally permitted, and to work collaboratively to reach sound decisions. These efforts should significantly promote understanding, reduce conflict, and improve decisions.

In situations where conflict persists despite collaborative efforts, the BLM will encourage the use of Alternative Dispute Resolution (ADR) procedures. ADR is any process used to prevent, manage, or resolve conflicts or disputes without resorting to traditional courtroom litigation or formal agency administrative appeals systems such as the Interior Board of Land Appeals. Rather than ask a court to make a decision, the parties may use a variety of processes such as negotiation, facilitation, conciliation, mediation, fact finding, or mini-trials to assist in preventing or resolving the dispute.



Actions to achieve the goal include the following:

- Clarify the roles, responsibilities, and operating procedures of the BLM's management teams.
- Review existing delegations of authority for consistency across program or activity lines; where appropriate, further extend these delegations to the BLM's field managers.
- Review regulations and internal directives to identify areas where future guidance should cut across or combine specific programs or activities to foster a broader, interdisciplinary approach; prepare bureau-wide policy on collaborative processes including guidelines for components of Alternative Dispute Resolution.
- Expand government-to-government relations with Native American Tribes.
- Develop position descriptions, performance measures, and evaluation procedures that will promote internal and external collaborative processes, empower managers and employees, and foster accountability.
- Identify effective collaborative methods and techniques for working with external publics; provide training for employees at all levels in collaborative techniques and managing change.
- Promote interagency cooperative efforts such as personnel exchanges and the co-location of field offices.

Improving Business Practices

Goal: Improve the way we do business

Discussion:

Improving the way we do business means increasing our efficiency and effectiveness. *Efficiency* is about getting the most out of every dollar. *Effectiveness* is about meeting customer requirements and achieving our mission.

Effective organizations have clear goals and objectives established by listening to their customers and stakeholders. These goals and objectives are articulated so that every employee understands how the work he or she does contributes to achieving the mission. Such organizations measure progress toward achieving goals and objectives and apply the feedback to adjust plans and optimize performance in a cycle of continuing improvement. Effective organizations are forward looking and they plan and budget accordingly. Finally, effective organizations are adaptable; they institutionalize the lessons of both success and failure.

Efficient organizations track what it costs (in both time and dollars) to deliver their products and services. They continuously seek ways to reduce costs while improving the quality of the product or service. They engineer business processes around customer requirements as well as for simplicity and efficiency, and they make cost-effective use of technology.

In recent years, the BLM has stepped up efforts to improve business practices. In 1992, BLM work groups began looking at ways to streamline business practices in several key areas including budgeting, contacting, and planning procedures. While these recent efforts have given the BLM a head start, there is much more that can be done. The strategies outlined below are designed to increase efficiency and effectiveness significantly by strengthening the performance of the agency in the areas described above.

Actions to achieve the goal include the following:

- Develop and implement a bureau-wide strategic planning system that will identify and update goals and objectives on a periodic basis.
- Develop and implement a simplified and effective performance measurement and reporting system tied to strategic goals and objectives.

- Develop and execute a strategy for applying quality management principles in the BLM.
- Develop and execute a strategy to modernize information systems and more effectively manage the BLM's information resources.
- Reengineer the BLM's major management systems (budget, financial management, procurement and evaluation) and initiate a cycle of continuous improvement for these systems to save time and money, eliminate waste, and increase responsiveness and accountability.
- Realign the organizational structure to increase organizational performance, improve communications and reduce overhead.
- Increase internal knowledge, skills, and ability to perform strategic planning, performance measurement, quality management, and process reengineering.

Improving Human Resource Management

Goal: Recruit, develop, and retain a quality and diversified work force

Discussion:

Employees are our most valuable resource. We will diversify and invest in our employees to ensure they have the skills needed in the 21st century.

Five new challenges require a simplified and creative new strategy:

- Ecosystem management requires a different and expanded skills mix.
- A more diverse customer base requires that the composition of our work force accurately reflect contemporary American society. We must take maximum advantage of limited recruiting opportunities to meet both critical skills shortfalls and work force diversity objectives.
- Given the demographics of the BLM's work force, we expect that a significant number of employees will retire in the near future.
- There is a shortage of positions at the field level.
- Steady, if not declining, work force populations coupled with increased demands for quality customer service will require us to work smarter. We need a work force that is adaptable, versatile, and mobile.

Actions to achieve the goal include:

- Develop target skill models for both the scientific and adaptive management elements of ecosystem management, including techniques for collaboration, facilitation, mediation, and team management.
- Develop a simple and flexible position management and recruitment system, emphasizing assistance to field managers and maximum use of the hiring flexibility resulting from National Performance Review streamlining efforts.
- Invest in a comprehensive, capacity-building program to help field managers get more external resources involved in BLM programs and to generate additional sources of diversity recruitment.

BLM Offices
Around the
Country

- Establish an organizational focal point for employee development policy direction and priority setting. Incorporate accountability for human resource program outcomes into policy and budgetary decisions and individual performance agreements.
- Establish a Human Resources Development Board to provide advice on bureau-wide training policy and to help coordinate training activities.
- Develop an "open" approach to succession planning that involves employees and is supported by a structured career counseling process. Identify career paths and managerial competencies needed in the future.

BLM
State Offices

Headquarters Office
Bureau of Land Management
1974 Jackson Drive
222 West 7th Ave #13
Alaska
3107 North 7th Street
P.O. Box 16969
Phoenix, AZ 85011

Oregon
1300 N.E. 44th Avenue
P.O. Box 3969
Portland, OR 97208

California
3800 Cottage Way, E-2841
Sacramento, CA 95825

Colorado
3850 Youngfield Street
Lakewood, CO 80215-7078

Eastern States
5450 Boston Blvd
Springfield, VA 22153

Idaho
3380 American Fork
Boise, ID 83703

Montana
313 North 32nd Street
P.O. Box 36809
Billings, MT 59107-6800

Nevada
850 Harvard Way
P.O. Box 12000
Reno, NV 89520-0008

Washington
3515 Western Avenue
P.O. Box 1818
Cheyenne, WY 82003

Training Center
3650 N 13th Avenue
Phoenix, AZ 85011

National Emergency Fire Center
3823 South Development Ave
Boise, ID 83705-3384



BLM Offices Around the Country

Headquarters Office
Bureau of Land Management
Department of the Interior
1849 C Street, N.W.
Washington, DC 20240-0001

BLM *State Offices*

Alaska:
222 West 7th Ave #13
Anchorage, AK 99513-7599

Arizona:
3707 North 7th Street
P.O. Box 16563
Phoenix, AZ 85011

California:
2800 Cottage Way, E-2841
Sacramento, CA 95825

Colorado:
2850 Youngfield Street
Lakewood, CO 80215-7076

Eastern States:
7450 Boston Blvd.
Springfield, VA 22153

Idaho:
3380 Americana Terrace
Boise, ID 83706

Montana:
222 North 32nd Street
P.O. Box 36800
Billings, MT 59107-6800

Nevada:
850 Harvard Way
P.O. Box 12000
Reno, NV 89520-0006

New Mexico:
1474 Rodeo Drive
P.O. Box 27115
Santa Fe, NM 87502-0115

Oregon:
1300 N.E. 44th Avenue
P.O. Box 2965
Portland, OR 97208

Service Center
Denver Federal Center-Bldg. 50
P.O. Box 25047
Denver, CO 80225-0047

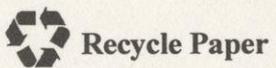
Utah:
324 South State Street
P.O. Box 45155
Salt Lake City, UT 84145-0155

Wyoming:
2515 Warren Avenue
P.O. Box 1828
Cheyenne, WY 82003

Training Center
5050N. 19th Avenue
Phoenix, AZ 85011

National Interagency Fire Center
3833 South Development Ave.
Boise, ID 83705-5354





Recycle Paper

Remarks of Mike Dombeck
to the

*EXECUTIVE LEADERSHIP
TEAM AND FIELD COMMITTEE*

Phoenix Training Center
October 24, 1994



I'd like to welcome our guests, Tom Collier, the Secretary's Chief of Staff, Bob Armstrong, Assistant Secretary for Land and Minerals Management, the newest members of the Bureau's Executive Leadership Team and Associate State Directors. Greetings and thanks to the veteran Field Committee and Executive Leadership Team (ELT) colleagues for their continued hard work.

I want to spend a few minutes talking about where we've been over the past year, where we're headed, and to revisit what it means to be a leader in the Bureau of Land Management.

But first, I want to address perhaps the worst tragedy in the Bureau's history. Fourteen firefighters lost their lives fighting a wildfire on Storm King Mountain. This was the most painful experience of my career. I hope and pray it is never repeated.

The most fitting memorial to these brave men and women is that we learn as much as possible from this painful experience to prevent such a tragedy from ever occurring again. I ask that every one of us, and all Bureau employees, preach and practice a passion for safety in everything we do.

On the bright side, we also had some big wins over the past year:

- The first BLM Summit was an unparalleled success. I'd like to thank all of you for carrying the message to the field through the mini-Summits.
- We show-cased successful local ecosystem management projects in every BLM state.
- Range Reform is nearly complete.
- PACFISH, the President's Forest Plan, Rangeland Reform, and many local efforts have positioned the Bureau as a leader in implementing ecosystem approaches to land management.
- We completed the BLM's *Blueprint for the Future* and the Corporate Agenda which describe our strategic goals and vision for the future.

- We filled 17 top leadership posts in the last eight months

3 Assistant Directors

8 State Directors

6 Associate State Directors

I have every confidence that these men and women will be leaders in our future efforts to maintain and restore the health, diversity, and productivity of the public lands.

- More than 450 buy-outs were processed.
- We developed a National Training Center Strategic Plan.
- We began to simplify the budget process ... saving time and money. Most importantly, increasing our ability to target funds where needed most; and lifting most limits on fiscal year spending restrictions.
- Vice-President Gore acknowledged the Bureau as a leader in implementing the National Performance Review, and
- Area Managers serving as Field Deputy Directors have helped keep Headquarters in touch with the issues facing field managers.

The American people owe each of you a debt of gratitude for your efforts to make the BLM a more effective and efficient organization. I appreciate your hard work.

As you know, the Bureau is at the forefront of many efforts to maintain and restore the health of the land. I'm convinced, and pleased, that we're headed in the right direction.

Rangeland reform, PACFISH, the President's Forest Plan, the Trout Creek Mountain working group, and the Oil and Gas Review all exemplify a new way of doing business. A modus operandi that a majority of the American public appreciates and supports.

In reality, we are all on a life long professional journey. We're on the road, but we're not finished yet. Our success as stewards of the land, the legacy that we pass on to our children, hinges on your willingness and ability to demonstrate bold and decisive leadership for the Bureau.

That's what we are paid to do:

Because we tackle the important issues and are not afraid to delegate decisions as close to the ground as possible.

Because we accept the responsibility to maintain the health of the land and to serve the best interests of present and future generations of Americans.

Because we are not afraid to make tough decisions to keep the land healthy.

Because we relish the accountability that follows each tough decision.

We are responsible for the management of over 270 million acres of land, 10,000 plus employees, and a budget of about \$1 billion.

Allow me to read you something:

The government simply cannot make up their minds, or they cannot get the Prime Minister to make up his mind. So they go on in strange paradox, decided only to be undecided, resolved to be irresolute adamant for drift, solid for fluidity, all-powerful to be impotent... The era of procrastination, of half measures, of soothing and baffling expedients, of delays, is coming to its close. In its place we are entering a period of consequences.

Winston Churchill said that in a speech to the English House of Commons in 1936.

I read this to you because I believe that the Bureau has entered its own "period of consequences." This is a time we can make unprecedented changes in the way we value and care for the land, the people who love it and our employees. An opportunity to make a difference for the future of our sons' and daughters' children.

During the past several years, the courts have been making big natural resource management decisions. The Pacific Northwest forest management issues are a prime example. With a collaborative, ecosystem approach to management, we have the opportunity to move away from this "duke it out in court" approach, and to make decisions closer to the ground.

Our ability to adapt and improve during this period of change will determine the future of this agency. Each person in this room will need to exert stronger leadership, of a more collaborative nature, than ever before. We must meet the challenge or face the consequences.

One of my favorite definitions of leadership is from the Harvard Business Review, 1937. It says that leadership is:

- "Managing time,
- Setting the agenda, and
- Networking" or communicating.

I want each of you to take a very close look at how you and your staffs manage your time. Simply putting in another couple of hours a day or working every Saturday, won't get us there. How we manage our time and resources must be measured against the Corporate Agenda. The Corporate Agenda and the *Blueprint for the Future* clearly identify the Bureau's highest priority items.

Taking responsibility for implementing those actions is our job. We have never had a set of goals more worthy of our commitment and effort.

Secretary Babbitt and Assistant Secretary Armstrong will evaluate my performance against our success in executing the *Blueprint* and the Corporate Agenda. This is your performance contract with me.

Back when I first became Acting Director, I told the Secretary that I wanted to be known as the “Simpleton” Director with a “keep it simple and get back to basics” theme. He said I already had the simpleton part down cold.

Seriously, what we have to do is not difficult to understand: “maintain and restore the health of the land.” It’s the getting there that’s difficult.

I need all of you folks to know and spread the five strategic goals for the Bureau as described in the *Blueprint For the Future*. Speak them with conviction. Communicate them passionately. Make certain they are implemented in the field.

We in this room must preach the Bureau’s mission statement as defined in the *Blueprint*. If we do not take the lead on promoting and executing the Bureau’s highest priority tasks, what should we expect of our employees? We have a tremendous opportunity to shape the character and future of the public lands.

We must meet the challenge.

Allow me to read the strategic goals of the *Blueprint For the Future*:

- **Restore and maintain the health of the land.**
- **Improve service to the public and encourage sound land use practices.**
- **Foster more inclusive decisions and better accountability.**
- **Improve the way we do business.**
- **Recruit, develop, and retain a quality and diversified work force.**

“It is the mission of the Bureau of Land Management to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.” That’s the Bureau’s mission statement and our job description as members of the ELT.

Pay particular attention to the first two strategic goals. "Restore and maintain the health of the land" and "improve service to the public and encourage sound land use practices." This is what we are paid to do, what makes the Bureau unique among all government agencies.

The strategic goals that deal with accountability, business practices, and diversity are the tools we'll use to maintain healthy, diverse ecosystems and to improve customer service.

No longer can we afford to try and "do more with less." Good leaders set clear priorities for their employees. Our job is to allocate resource and personnel priorities based on the Corporate Agenda and the *Blueprint for the Future*.

We have to take a careful look at the personnel skill's mix and resources of our grazing states, for example, so we can successfully implement Range Reform. The same is true for PACFISH, the President's Forest Plan, etc.

Lower priority items may have to be set aside for a while.

It is imperative that we do the important things very well, rather than do everything just "OK." As Tom Peters has said, "good managers do things right, leaders do the right things." Tell Headquarters what resources you need to implement PACFISH, Rangeland Reform, or the President's Forest Plan.

By the end of the year, I expect each of you to tell me how you plan to implement the Corporate Agenda and the *Blueprint*. I want to know what will be done and what ongoing activities will be dropped.

We must stress the importance of real, on-the-ground improvements.

Each of you will be expected to know the condition of lands within your states. Your performance needs to be judged on improvements in the health of the land.

We need to work more closely with the regional leadership of other agencies and states.

The Pacific Northwest Regional Executive Steering Committee provides a model each region of the West should replicate.

We must involve local interests, state governments, Native American tribes, and public interest groups in developing a common vision for the health of the land.

Coordinated approaches to resource management, percolated from the ground-up, are the essence of ecosystem management.

We must make better informed decisions by using the best available technical information.

I have assigned my Science Advisor, Jack Williams, and Jack Peterson to develop a prototype Ecosystem Management Technical Assistance Team for the Columbia River Basin. I want you to lend assistance and support to their effort. Each region of the West should organize these interagency technical teams to pass on the latest scientific and technical information to field managers.

Decisions must be based on the best scientific and technical information available. We must err on the side of maintaining the health, and productivity of the land. We simply cannot hope to meet the long-term needs of society without first *securing* the health of the land.

The land is the "goose that lays the eggs." The healthy goose lays more and better eggs and everybody benefits.

All of the federal natural resource management agencies are committed to implementing actions similar to our Corporate Agenda. Your challenge is to coordinate implementation of efforts such as Rangeland Reform with other agencies and the states and local interests.

The public must know that PACFISH, whether on the Eastside or the Upper Columbia Basin; Rangeland Reform; mining law reform; and the President's Forest Plan are all different ways of saying the same thing, we must maintain the health of the land. The public will not support redundant efforts among the agencies.

The *Blueprint* provides the sort of flexibility resource managers need to manage site-specific situations. That flexibility is tempered by the assumption that we will dramatically improve our business practices.

Improving business practices means:

- Standardizing data collection, information exchange, and mapping among agencies
- Integrating monitoring and evaluation across administrative boundaries
- Examining cumulative effects across landscapes, and
- Exchanging personnel with other agencies

We have begun to walk the talk. BLM is a leader in the field in its ALMRS modernization effort.

I've worked for federal land management agencies for 17 years. Let me tell you, there were few people that were more functional or "tunnel-visioned" than I, Dr. Mike Dombeck, "head fish squeezer" for the Forest Service. I know that change is not easy. The goal is not to dismiss programs such as oil and gas, fish and wildlife, or recreation but to implement them in an interdisciplinary manner across every watershed that BLM manages.

If we do not redefine what it means to be a "leader" in the Bureau of Land Management, we may find ourselves increasingly on the fringe of change — something less than relevant. Someone else will take the lead.

The ELT and the Headquarters must improve communications among ourselves and with other agencies. Consider yourselves the Board of Directors. The American people are our shareholders.

How will we communicate the results of this meeting to your shareholders?

How will we track our decision-making process?

How will we demonstrate our accountability to the taxpayer and to future generations?

How will you involve our shareholders in implementing the Corporate Agenda?

We need to clarify the division of labor between Headquarters and the Field.

Headquarters must focus on Headquarters functions, most importantly:

- **Communicating field successes to the Department, the Hill, our constituencies, and the public,**
- **Building national coalitions,**
- **Competing with other agencies for dollars,**
- **Communicating new legal mandates and administration priorities to the field,**
- **Being responsive to the Assistant Secretary, the Secretary, the White House, the Congress, and**
- **Facilitating regulatory and legislative changes needed to help us do our job.**

If Headquarters fails at these functions, the field will not have the resources and other support it needs to get the job done. Field offices are going to have to:

- **Rely on each other for operational advice**
- **Share rapid response capabilities and technical information, and**
- **Shoulder more policy and program development work.**

We also need to develop a more coherent division of labor among our Field offices. We can't afford to have everyone involved in everything. Nor can we afford to be as *ad hoc* as we've been. As I said at the Summit, employees who review already reviewed work should stop. Instead of spilling red ink on the work of others, they need to help get the job done right the first time. Remember, we don't inspect or review quality into anything. Resources are simply too thin.

Different field offices will have to take the lead in:

- Providing operational advice. For example, Wyoming can take the lead for coal, New Mexico for oil and gas.
- Developing and sharing scarce skills such as hydrologists, geomorphologists, and conservation biologists, and
- Coordinating policy and program development work.

And we need to keep our priorities in focus.

We need to refine them.

We need to commit the resources required to achieve them.

And, most importantly, we must agree on what we can stop doing. I told Secretary Babbitt and Assistant Secretary Armstrong to expect me in a couple of months with a list of things BLM will stop doing.

As the Bureau's decisionmakers, we must do a better job of coordinating, tracking, and remaining accountable for decisions made. We can accomplish this in several ways. For example, each of the Rangeland Reform teams has an ELT adviser. I expect these ELT advisers to regularly communicate with their teams and with one another.

We must meet the challenge.

Second, to ensure that the ELT is fully involved in, and accountable for, implementing and communicating the Corporate Agenda.

We have to develop processes such as these to ensure that top management is helping to define the Bureau's national strategic objectives involving every organizational level. Equally important is our need to improve the way we communicate the themes of the *Blueprint for the Future* and the Corporate Agenda. This message must resonate with our own people as well as with the American public.

We must meet the challenge.

- Challenge your employees to work in a truly collaborative manner with Tribal Governments, other agencies, state and local governments, and interested parties.
- Challenge your employees to identify and manage within the ecological limits of the land.
- Challenge them to be flexible to changing conditions and responsive to new information.
- Demonstrate how they can help local communities anticipate and adjust to change.
- Challenge them to measure their success by the health of the land.
- Reward innovation. Encourage risk. Take responsibility for good efforts that do not succeed. Learn from them. Move onward.

In short, demand that they become less bureaucratic and more involved in implementing the Corporate Agenda. Rest assured, the performance of each of us in this room will be judged by the same standards.

My final direction to you is to get back to basics. Keep it simple. Use common sense. Always err on the side of maintaining the lands' health. The American people are counting on us to do it.

We must meet the challenge.

SIMPLIFY OR DIE!!!

John Hargr

4/52 - 7708



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

Montana State Office
222 North 32nd Street
P.O. Box 36800

Billings, Montana 59107-6800

IN REPLY REFER TO:

9550 (933)

December 29, 1994

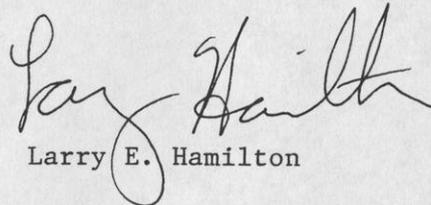
Memorandum

To: BLM Summit Survey Respondents
From: State Director
Subject: Summit Survey Results

I would like to thank everyone who took the time to complete and return the Summit Survey for BLM Participants. There were a total of 200 surveys returned. The large number of suggestions and comments received as a result of this survey effort is remarkable and represents many different viewpoints across the Bureau. Some comments were critical of policies or processes and offered rationale for their criticism, while others focused on opportunities available to them because of the Summit Themes. All comments, both positive and negative, should be taken into consideration when improving or building upon your work practices. Many of you spent a great deal of time responding to the survey, and we appreciate your efforts.

In order to utilize these ideas and comments to their fullest potential, review the survey results and the comments provided. Some comments represent processes that have been implemented within individual offices. Other comments express a point of view that may be beneficial to your working environment. It is important to demonstrate your commitment and support to the Summit Themes to all employees Bureauwide: Collaborative Leadership, Serving Current and Future Publics, Maintaining Healthy Ecosystems, Diversifying Our Workforce, and Improving The Way We Do Business.

Again, I would like to stress the importance of the information contained in this report. Many managers and BLM participants Bureauwide provided invaluable information that can be incorporated in your own offices and work processes. Please share this information with your employees and continue to stress the Summit Themes in everyday work practices.



Larry E. Hamilton

1 Attachment
1-Summit Survey Results

RESULTS OF THE SUMMIT FOLLOW-UP SURVEY FOR BLM PARTICIPANTS

INTRODUCTION

The BLM Summit, held in April 1994, was a unique gathering of managers from across the agency. The enthusiasm generated at the Summit was carried to home offices by almost 350 managers with a specific charge to carry out the Summit Themes. In order to measure the manager's efforts in reaching the Summit Themes, as well as to capture their thoughts, ideas, and suggestions as a result of the Summit, a survey was developed. The results of the survey will be used in two ways. First, they will be used as a measure of how managers are working toward the Summit Themes. Second, the results will be used as an indication of how the managers felt about the Summit, the direction the Bureau is going, obstacles they face in working toward the Summit Themes, and suggestions as to how to overcome these obstacles. For more information regarding this report, please contact Kim Prill, Montana State Office, at (406) 255-2921.

METHODOLOGY

The Summit Follow-up Survey for BLM Participants was distributed through the mail to those who attended the Summit. A total of 343 surveys were mailed out to the BLM participants. The mailing list was obtained from the sign-in roster at the Summit. Due to a low response rate in the initial distribution, a message was included in the Director's weekly letter to all employees encouraging the participants to return the survey if they had not already done so. A total of 200 respondents completed and returned the surveys, for a response rate of 58 percent. Questionnaire coding and analysis was done in the Montana State Office. A computer program, Statistical Package for the Social Sciences (SPSS), was used in analyzing the survey results.

OVERVIEW OF RESULTS

The number of written comments received as a result of the survey was remarkable. The respondents spent a great deal of time and thought in writing the survey responses. Respondents offered different points of view, ranging from complete enthusiasm and support for implementing the Summit Themes, to skepticism about the commitment from top management.

Overall, the survey results indicate there is much interest and commitment across the Bureau for implementing the Summit Themes within their own office. The respondents provided many insights and ideas as to how they plan to improve their operations and maintain the health of the land. However, it is apparent from the results that respondents need support and commitment in order to make these changes a success in their offices. Some respondents commented that these changes are simply a trend and will pass with time, while others indicated that top management does not provide the needed support to field offices wanting to implement changes.

The Conclusions and Recommendations section provides some insight as to how the Bureau as a whole can incorporate some of the suggestions made by the respondents, and how to utilize the valuable information gathered as a result of this survey effort. Many respondents expressed concern that these results will not be seriously considered as the Bureau moves forward in accomplishing its goals. In light of these comments, it is very important to address the respondents' concerns.

RESULTS

Discussed below are the results from the Follow-up Summit Survey for BLM Participants. There were 200 surveys returned. Over 350 comments were received by the respondents. The comments represent many different perspectives, ranging from enthusiasm and support for the themes, to difficulty overcoming obstacles and skepticism. The Results Sections is divided into seven parts, consistent with the survey format: Offices Represented, Understanding Summit Themes, Information Dissemination, Changes Made Toward Meeting Summit Themes, Anticipated Changes to Meet Summit Themes, Implementing Change, and How BLM Can Communicate Change. Each of these sections includes a discussion of the types of responses received. Because of the great number of comments received from these questions, only a few responses are included in the discussion. Refer to Appendix I for a complete list of all the responses received. A copy of the survey is attached as Appendix II.

I. Offices Represented

Respondents were asked to identify which state their office was located. Surveys were distributed to BLM participants registered at the Summit. Please note that some offices may have had more participants attending the Summit than others. This, in addition to the low response rate (58%), should be taken into consideration when reviewing this section. Three surveys were returned without the state identified.

TABLE ONE
OFFICES REPRESENTED

| Offices Represented | Number Returned |
|---------------------|-----------------|
| Alaska | 13 |
| Arizona | 10 |
| California | 16 |
| Colorado | 15 |
| Eastern States | 5 |
| Idaho | 17 |
| Montana | 16 |
| Nevada | 17 |
| New Mexico | 10 |
| Oregon | 32 |
| Utah | 17 |
| Wyoming | 11 |
| Washington, D.C. | 18 |

II. Understanding Summit Themes

The respondents were asked to rate their understanding of the Summit Themes on a scale of 1 to 5, where 1 is "Not At All" and 5 is "To A Very Great Extent." At least 81 percent of all respondents indicated that they understood the Summit Themes as a result of the Summit "To A Great Extent" or "To A Very Great Extent". As the table below indicates, very few respondents (one percent or less) indicated that they did not understand the Summit Themes. Table Two, below, shows how well each respondent understood the themes as a result of the Summit.

TABLE TWO
LEVEL OF UNDERSTANDING THE SUMMIT THEMES

| Themes | Not At All | To A Little Extent | Neutral | To A Great Extent | To A Very Great Extent |
|------------------------------------|------------|--------------------|---------|-------------------|------------------------|
| Collaborative Leadership | 1% | 1% | 8% | 36% | 53% |
| Serving Current and Future Publics | 0.5% | 3% | 10% | 42% | 44% |
| Maintaining Healthy Ecosystems | 0.5% | 2% | 11% | 43% | 43% |
| Diversifying Our Workforce | 0.5% | 0% | 13% | 35% | 51% |
| Improving the Way We Do Business | 0.5% | 2% | 16% | 42% | 39% |

The information from this table, combined with some of the comments received, indicate that the respondents understand the Summit Themes; however, there is some question as to how to implement the themes.

III. Information Dissemination

Respondents were asked how they disseminated and communicated information received from the Summit to their staffs. Almost all of the respondents (at least 95 percent) disseminated information through staff meetings, all employee meetings, and through circulating information to their staff. About half of the respondents indicated they had not conducted mini-summits at the time they completed the survey; however, 18 percent indicated they were planning on conducting mini-summits in the near future. Table Three, below, provides information on the various types of methods respondents used to disseminate information.

Respondents provided an additional 34 methods for how they disseminated and communicated information. Some of these methods include: "showing videos from the Summit"; "held outside education programs for various publics we work with", and "a presentation was made to the staff by an outside source". For a complete list of all the methods of dissemination provided, refer to Appendix I.

**TABLE THREE
INFORMATION DISSEMINATION**

| Method of Dissemination | USED METHOD |
|---------------------------------------|----------------|
| | Yes* |
| Staff Meetings | 98% |
| All Employee Meetings | 95% |
| Circulated Information/Handouts | 96% |
| Circulated Personal Notes from Summit | 46% |
| Interactive Employee Meetings | 71% |
| Discussion Groups | 42% |
| Conducted Mini-Summit Sessions | 29% |
| Other | See Appendix I |

*The percentages may not add up to 100% because respondents could provide more than one answer. Percentages were rounded to the nearest whole number.

The following four sections discuss the "open-ended" questions in the survey. Respondents were asked a series of questions about their efforts toward meeting the Summit goals. The total number of responses to these four questions totaled more than 1,300 comments; however, responses with similar themes were grouped together. The number of different responses are provided by section (below). Refer to Appendix I for a complete list of the responses provided.

IV. Changes Made Toward Meeting The Summit Themes

Respondents were asked, "What changes have you made to work toward meeting the Summit Themes?". Respondents provided 85 comments as to how they are working toward meeting the Summit Themes. Almost all the comments the respondents provided were positive and expressed specific changes and actions they are initiating in order to make change happen either Bureauwide or within their own offices. Listed below are several comments respondents provided in response to this question. The first comment represents the most frequently-mentioned response. The number in parentheses represent the number of responses for each comment. Please refer to Appendix I for a complete list of all comments provided.

- Greater collaboration with staff - using collaborative management techniques. (50)
- Rather than "changes," we have increased our existing quality management efforts. (1)
- When making decisions, give consideration to future generations and customers. (2)
- Expanded the management team to include all supervisors and some diverse employees. (2)
- Diversifying the workforce is hard to do when we have to make cutbacks. (1)

Although most comments in this section were directed at specific changes made toward meeting the Summit Themes, some comments reflected concern

and obstacles to overcome given current workload, staffing, and budget constraints.

V. Anticipated Changes to Meet Summit Themes

Respondents provided 86 comments addressing what changes they anticipate making in their offices within the next 4 to 6 months. Most respondents seemed optimistic about the changes they plan on making within their own offices. Comments ranged from offering training to making specific changes in the way they do business. Listed below are some of the responses provided. The first comment represents the most frequently-mentioned response. The number in parentheses indicates the number of responses for each comment. Refer to Appendix I for a complete list of all the comments provided.

- Continue to look at things that need improvement or need to be streamlined. (29)
- Establish self-directed work teams - empower employees to get the job done. (24)
- Focus on work that is coordinated and integrated across disciplines at the beginning of a process rather than halfway through it. (2)
- Unsure where to go from here; the messages from the top are confusing and there is no clear direction. (1)
- Use of traditional BLM skills in nontraditional applications (i.e., road maintenance skills to rehabilitate and build fish structures). (1)

VI. Implementing Change

Respondents were asked, based on their experience at the Summit, if BLM was serious about implementing changes directed toward meeting the Summit Themes. There were 54 comments provided in response to this question. Although some respondents expressed enthusiasm and support for implementation, many comments reflected skepticism about the Bureau implementing change. Some comments were encouraging and wanting change, and some indicated they are implementing change within their own office, regardless of the support they receive. Listed below are several comments reflecting different opinions about implementation. Almost 90 respondents indicated they are serious about change. The number in parentheses indicates the number of responses for each comment. Refer to Appendix I for a complete list of all comments.

- The BLM managers I have communicated with since the Summit have indicated strong support in making changes quickly. (2)
- We are still patting ourselves on the back from the Summit, but little is being done-too much rhetoric. (8)
- We have been down this road before, and the troops are skeptical. (7)
- The Director is serious, but the field offices lose the seriousness of it with day-to-day struggles of workloads, funding, staffing, etc. (6)
- We will be disappointed if BLM does not do something because we have communicated to our employees about it. (6)

VII. How BLM Can Communicate Change

Respondents were asked how the BLM could communicate to all employees that the organization is serious about change. A total of 87 comments were provided, mostly in the form of suggestions and recommendations. There were many well thought-out recommendations and comments that were very specific and direct. The number in parentheses indicate the number of responses for each comment. The first comment listed was the most frequently-mentioned comment. Some comments include:

- Start at the top by being committed, supportive, involved, etc. Lead by example. (62)
- Maintain enthusiasm and support - especially for those managers who support the themes. (6)
- The propaganda surrounding the Summit success isn't believed. The survey assumed the Summit was successful - that logic is faulty and the outcome is flawed as a result. We can only hope to survive this leadership another 2 years. Since this comment was unsolicited and contrary to what you want to hear, it will promptly be trashed. (1)
- The Summit is an excellent example of how BLM should perform in the future. (1)

CONCLUSIONS AND RECOMMENDATIONS

The large number of comments received is an indication of the level of interest managers have about how the Bureau will implement the Summit Themes. For this reason, it is imperative that the responses be considered seriously in making decisions and changes. Many respondents provided some excellent thoughts and recommendations for implementing and promoting the themes. The respondents are expecting top management to "lead by example" and to make some positive changes in the Bureau. Other responses indicated some hard feelings about the changes being made, and the lack of support and commitment from top management.

Provided below are some recommendations as to how to communicate back to the respondents how their information will be used, and to give the respondents feedback and updates as to how the Bureau as a whole is progressing.

- As a part of the Director's weekly letter to all employees, include several comments from the survey results (both positive and negative) and have the Director respond to their thoughts/comments. This allows managers (as well as all employees) to get a feel for how the Director perceives certain issues (especially those raised through the survey effort). There should be a series of these responses in the Director's letter in order to address a number of the comments submitted.
- Each office can begin reviewing and implementing some of the suggestions generated as a result of this survey effort to improve or build upon current work processes within their own offices. For example, the Customer Service Group and Performance Measures Group already used this information in their efforts.
- The Director can assign the Assistant Directors or Special Assistants to review the survey results and the Mini-Summit results and prepare feedback on all the accomplishments resulting from these efforts.

These are just a few recommendations as to how to address the respondent's comments and concerns. There are many ways in which to address the comments; however, the most important point to keep in mind is to do nothing will disappoint many managers and employees.

APPENDIX I
RESPONSES TO QUESTIONS*

QUESTION NO. 3 - How Did You Disseminate The Information From The Summit To Your Staff? Check All That Apply. List Other Methods Used In The Space Provided.

- 01 Make continued reference to the Summit as an opportunity for ongoing work. (6)
- 02 Showing videos from Summit. (7)
- 03 Planning to conduct mini-summits. (36)
- 04 Many one-on-one conversations/discussions with staff. (17)
- 05 Established quality teams to improve processes. (5)
- 06 Action on-the-ground. (1)
- 07 Held outside education programs for various publics we work with. (1)
- 08 Made all information available. (2)
- 09 Held discussions on ecosystem management implications for the state. (1)
- 10 Took ideas from employees back to the Director. (1)
- 11 Had one-on-one interviews with staff. (1)
- 12 I wrote a three-page memo on Summit proceedings and posted it with the Summit notebook in employee breakroom. (1)
- 13 Met with State and Federal agencies on various Summit themes. (1)
- 14 Placed information in breakroom. (2)
- 15 Presentation was made to the staff by outside source. (1)
- 16 Handed out risk coupons. (5)
- 17 Wrote article for district newsletter. (1)
- 18 Held question-and-answer session. (1)
- 19 Questioned staff about their understanding of information disseminated. (1)
- 20 Wrote an All Employee Memo. (1)
- 21 Held joint division meetings. (1)
- 22 Repeated the Summit sessions for the Headquarters staff. (1)
- 23 Held opportunity identification sessions. (1)
- 24 Promoted themes at conferences and meetings. (1)
- 25 Conference calls to field. (1)
- 26 Right-sized staff orientation. (1)
- 27 Had other BLM managers talk to my staff about their experience/vision. (1)
- 28 Use LAN/WAN to relay information. (1)
- 29 Set goals for the office using the themes. (1)
- 30 Conducted interactive mini-summits. (1)
- 31 (WO-800) has yet to receive mini-summit package. (1)
- 32 Met with outside interest groups on maintaining healthy ecosystems. (1)
- 33 Initiated GEO/ECO project. (1)
- 34 Became a member of the performance measures group. (1)

*The number in parenthesis indicates the number of responses for each comment.

QUESTION NO. 4 - What Changes Have You Made To Work Toward Meeting The Summit Themes?

- 01 Greater collaboration with staff - using collaborative management techniques. (50)
- 02 Initiated several re-invention efforts which address the Summit themes. (6)
- 03 Working on projects that reflect ecosystem management objectives. (2)
- 04 We have been working toward "themes" already, and have not changed much. (18)
- 05 We are in the process of reorganization, so not much change has happened. We want things to settle down first. (3)
- 06 Made sure staff knows they have trust/support of management to make good, science-based decisions. (24)
- 07 Continually talk with publics to improve customer service. (40)
- 08 Showed mini-summit films to a local county land use plan steering committee (on ecosystems). (2)
- 09 Encourage innovation and risk-taking. (7)
- 10 Focusing on self-directed work teams. (20)
- 11 Reorganization of organization to meet ecosystem management needs (FOS). (22)
- 12 Using participatory management. (6)
- 13 Working with other agencies (Forest Service, State). (11)
- 14 Working on diversifying the work force. (12)
- 15 Identify current and past practices that embody Summit themes. (4)
- 16 Giving more authority to those working with the publics and resources on-the-ground. (5)
- 17 Keeping things simple. (2)
- 18 Involving staff more. (13)
- 19 Changed office space for better service to customers and improve access for employees. (19)
- 20 Establish office work teams to address each theme and changes we could make. (16)
- 21 Signed MOU with college for volunteer/intern program. (2)
- 22 Striving to be more open with staff. (2)
- 23 Stressing efficiency continually. (14)
- 24 Telling staff not to be confused with all the "grand plans." (1)
- 25 Being a "newer" manager, I was not entrenched in the "old" way of doing things - the themes are easy for me to address and incorporate into my management style. (1)
- 26 Work at resource area level is overwhelming - so changes are a little slow given the workload. (2)
- 27 Implemented a law enforcement agreement. (1)
- 28 Implemented changes in procurement procedures. (1)
- 29 Developing goals and objectives and a specific plan to achieve them. (2)
- 30 Idaho ecosystem management approach and reorganization. (2)
- 31 Gave staff time (and freedom) to come up with the things the office could eliminate to do jobs better...already implemented some ideas. (6)
- 32 Diversifying workforce is hard to do when we have to make cutbacks. (1)
- 33 Co-hosted interagency ecosystem management field tours. (2)
- 34 Improving relations with Indian tribes. (2)
- 35 Moving money out to local watershed groups for project work through MOUs and cooperative agreements. (2)
- 36 We are prioritizing the work flow; we will eliminate unnecessary/unproductive work. (2)
- 37 Simplify the surname process. (1)
- 38 Use team charters or other tools to meet Summit themes. (1)
- 39 Conducted a customer service questionnaire. (1)
- 40 Instilling pride in employees for what we do. (3)
- 41 Too afraid of repercussions to try anything. (1)
- 42 Weekly staff meetings are run by employee. (1)
- 43 Actively seeking out previously dissatisfied public interest groups. (1)
- 44 Expanding our management team to include all supervisors and diverse employees. (2)

QUESTION NO. 4 (Continued) - What Changes Have You Made To Work Toward Meeting The Summit Themes?

- 45 Working with staff to help them understand themes. (6)
- 46 Starting process to consolidate and re-engineer administrative support. (1)
- 47 Modified existing planning/NEPA documents to address ecosystem management. (1)
- 48 Giving recognition/rewards for cutting red tape. (1)
- 49 Stressing that we need to do what is right for the land. (1)
- 50 Respect everyone! (3)
- 51 Using inter-disciplinary work teams. (3)
- 52 Reducing staff. (1)
- 53 Questioning WO projects/proposals more often with staff. (1)
- 54 When making decisions, I consider future generations and customers a lot more. (2)
- 55 Doing team PIPRs. (1)
- 56 Implementing collaborative leadership within the State Management Team (SMT). (2)
- 57 Changes in leadership positions. (1)
- 58 Building partnerships. (8)
- 59 When a supervisor retired, we replaced the unit with a self-directed work team. (1)
- 60 Cross-training employees. (3)
- 61 Held strategy meetings. (3)
- 62 Refocused strategic planning and budget. (5)
- 63 Involved outside groups in several panel discussions on Summit. (1)
- 64 Initiated several re-engineering efforts. (2)
- 65 Reward innovative efforts - even if they miss the mark. (2)
- 66 Brought in a consultant to sit-in on discussions and customer interviews to review what is really going on and how we interact. (1)
- 67 Orientation of WO reorganization effort. (1)
- 68 Have Glennallen District operate as a leaderless district (DM has retired). (2)
- 69 Set up six teams to work on implementation. (1)
- 70 Held all employee training on team work, collaboration, and change. (2)
- 71 Changed directions midway through a planning process to work in the Summit themes. (1)
- 72 Trying hard to prevent the "we/they" attitude. (1)
- 73 Trying to work with/solve "turf" battles in the office. (1)
- 74 Rather than "changes," we have improved our existing quality management efforts. (1)
- 75 Working to provide leadership in ecosystem management for our state. (3)
- 76 We have initiated the "open house" method to keep our local publics better informed. (1)
- 77 Arranged mid-year funds to national clusters and HBCUs. (1)
- 78 Reorganized the role of the district. (1)
- 79 Focusing on establishing simple priority statements. (1)
- 80 Improved communication/customer service with publics. (2)
- 81 Wrote the Director about FACA. (1)
- 82 An employee newsletter is being developed to keep employees focused and aware. (1)
- 83 Set aside time each day to "walk around" and talk with employees about themes, changes, their jobs, etc. (1)
- 84 We are making limited changes. (1)
- 85 Shifted emphasis to implementation. (1)

QUESTION NO. 5 - What Additional Changes (If Any) Do You Anticipate Making In The Next 4 To 6 Months To Work Toward Meeting The Summit Themes?*

- 01 Complete WO Office reorganization. (15)
- 02 Training on team work and team operations. (15)
- 03 FOS will address several themes. (23)
- 04 No changes - unless the SO allows reorganization to proceed. (2)
- 05 Implement new organization strategy using themes. (11)
- 06 Establish self-directed work teams -- empower to get job done. (24)
- 07 No change until the SO realizes they are part of the equation; not the equation. (No support from SO.) (2)
- 08 Continue to look at things that need improvement; streamlining. (29)
- 09 Some of these things have already been occurring. (5)
- 10 Use the visioning model developed by the California State Office. (1)
- 11 Move toward ecosystem management approach. (20)
- 12 Conducting mini-summits. (20)
- 13 More interagency collaboration. (21)
- 14 Improve and become more efficient organization. (11)
- 15 Increased employee participation in identifying and resolving issues. (7)
- 16 Moving more people to the field to maintain healthy ecosystems. (9)
- 17 "Paradigm-busting." (1)
- 18 Continue to provide local news updates to local paper. (1)
- 19 Looking at all aspects of themes and implementing as much as possible. (5)
- 20 Give taxpayers a fair return for their investment, looking out for public trust. (1)
- 21 Continue to involve people inside and outside the organization in our decisionmaking process. (16)
- 22 Our management in the District needs to concentrate on the big picture; not red tape. (1)
- 23 Combining branches to increase supervisor/employee ratio. (2)
- 24 Offering training in collaboration and teams. (2)
- 25 Establish an HRM Specialist position in DO. (1)
- 26 Improving our business relations with customers. (3)
- 27 Use of traditional BLM skills in non-traditional applications (i.e., road maintenance to re-habilitate and build fish structures.) (1)
- 28 None. (3)
- 29 Delegate more authority to DO and RAs. (1)
- 30 Break down organizational barriers to improve communication and work as a team. (2)
- 31 Looking to improve contracting process. (1)
- 32 Work towards modernization (ALMRS, ORCA). (3)
- 33 Providing facilitator training to employees and stakeholders. (1)
- 34 Using outside sources (internships, Nat'l Svc Corp) to provide research and baseline data for scientific approaches to planning. (1)
- 35 Making changes in PIPR process. (4)
- 36 Developed work force diversification proposal. (3)
- 37 Focus on big picture. (2)
- 38 Focus on work that is coordinated and integrated across disciplines and issues at the beginning of a process rather than halfway through it. (2)
- 39 Use forms of measures to measure success. (1)
- 40 Re-engineering the Land Appraiser function to cost less - coordination with USFS. (1)
- 41 Customer service training. (2)
- 42 Integrating several ongoing program initiatives into one EM plan with coordination with federal, state, local, and public involvement. (2)
- 43 Administrative Staff has not worked in a collaborative or team environment. Our biggest challenge is to work toward changing this and ensuring they operate as a team. (1)
- 44 Establish child care opportunities to help retain female workers. (1)
- 45 Share functions with FS. (2)
- 46 Implement the Blueprint for Change when it is finished. (1)

*The number in parenthesis indicates the number of responses for each comment.

QUESTION NO. 5 (Continued) - What Additional Changes (If Any) Do You Anticipate Making In The Next 4 To 6 Months To Work Toward Meeting The Summit Themes?

- 47 Unsure where to go; messages from the "top" are confusing. No clear direction. (1)
- 48 Reorganize employees into "Stewardship Teams." (1)
- 49 Look at process Colorado will be implementing. (1)
- 50 Implement Idaho reorganization plan. (3)
- 51 Change skills mix in office to provide better service. (1)
- 52 Complete customer service plan. (1)
- 53 Provide training on dealing with change. (1)
- 54 Offer employee orientation/update. (1)
- 55 Focus on identifying customers, their needs, and our response. (10)
- 56 Focus on diversifying workforce. (5)
- 57 Focusing on how systems and uses interact instead of individual programs. (1)
- 58 Develop common data standards for resource-based automated systems. (1)
- 59 Reorganize RA into interdisciplinary teams-under HR coordinators. (1)
- 60 Conduct ecosystem health assessments for the RA, in cooperation with other agencies and individuals. (1)
- 61 Little by little work toward Summit Themes - change is a process and takes time. (3)
- 62 Joint efforts (state, federal agencies) for conservation of T&E species. (1)
- 63 We feel the door is wide open and will improve the way we do business. (3)
- 64 Continue to have meetings/sessions to get feedback from employees. (2)
- 65 Spoke at several interest group/business meetings. (2)
- 66 Complete several regulatory packages (collaborative management, improving business). (1)
- 67 Improve O&G authority and T&E program. (2)
- 68 Emphasize Summit Themes during performance evaluations. (1)
- 69 Implement and activate permanent and temporary teams. (1)
- 70 Advance performance measures effort. (1)
- 71 Conduct surveys of subsistence for permittees. (1)
- 72 Working on a planning effort that involves the Summit themes. (2)
- 73 Including external customers in our team-building sessions. (1)
- 74 Priority-setting strategy developed by Alaska. (2)
- 75 Developed a number of teams to focus on themes; employees at all levels are involved. (1)
- 76 Integrated Pacfish EIS initiative into our ecosystem planning model. (1)
- 77 Completing/implementing western Oregon ROD. (1)
- 78 Coordinating budget priorities across agency lines. (1)
- 79 Discussing/training with staff on what ecosystem management is and how to incorporate it into on-the-ground work/plans etc. (1)
- 80 Not sure yet. (1)
- 81 Wrote paper on ecosystem management and how energy and mineral industries can make a difference. (1)
- 82 Cross-training employees. (1)
- 83 Need funding before we can do anything. (1)
- 84 Further developed concept of sustainable communities as part of obtaining healthy ecosystems. (1)
- 85 Challenging staff to demonstrate their commitment. (We focus on management to much.) (1)
- 86 Develop and implement a customer service plan. (1)

QUESTION NO. 6 - Based On Your Experience At The Summit, Do You Believe BLM Is Serious About Implementing Changes Directed Toward Meeting The Summit Themes?*

- 01 Yes - We are serious about change. (88)
- 02 Yes - We are serious, but not sure BLM has a clear picture of how much the themes were already being done. (6)
- 03 Do not think much will happen - lack of funding and personnel. (4)
- 04 Changes needed are out of BLM's control (OMB, Davis-Bacon, etc.) and BLM cannot clearly define the goals. (2)
- 05 We have been down this road before; and the troops are skeptical. (7)
- 06 Yes/No - We are getting messages from "on high" that erode delegation and empowerment (i.e., SO/WO double-checking on RA work; WO determining who gets buyouts - directing rather than assisting). (7)
- 07 I hoped and thought so, yet I see no changes. (20)
- 08 I felt a renewed commitment and spirit to public land management. (10)
- 09 Question collaborative leadership at WO level. (3)
- 10 The Director needs to make his first-line managers more accountable to the Summit themes. (8)
- 11 The Director and Area Managers have bought in; but many people in between have not. (11)
- 12 Training, increased awareness, and buy-in at all levels of the organization are needed. (2)
- 13 PIPR, pay structure, group awards, and other administrative functions need to be changed to ensure success. (1)
- 14 We must change if we want the organization to survive in the future. (2)
- 15 The field offices are not serious about it. (1)
- 16 Many who attended Summit are motivated/enthusiastic - but those who didn't attend are inhibiting the process. (4)
- 17 Some states (ID, AZ, AK) are serious; but remaining states and WO are not serious. (2)
- 18 There are still many BLM managers that need a lot of convincing to empower employees...basically, let go of old ways. (10)
- 19 BLM leadership seems interested in change for change sake. Just focus on efficiency and effectiveness and the organization will follow. (2)
- 20 Bureau employees in general are in agreement with Summit themes and are looking forward to change. (4)
- 21 Offices can't change everything at once. Make priorities for change. (1)
- 22 Remember that change takes time. (6)
- 23 Changes in attitudes of employees from "What's in it for me" to "What's in it for us." (1)
- 24 I am encouraging my staff to improve themselves...if individuals improve collectively, the entire staff will move forward. Encourage to set goals; plan careers; open their vision; maintain high moral standards; and show a professional image. (1)
- 25 WO is a little too idealistic - become more realistic with what they can/can't change. (1)
- 26 Everyone is serious-but it's real easy to slide back into old habits (i.e., "we have never done it that way before"). (4)
- 27 There's a tendency to associate direction with the Clinton Administration...and therefore not seen as long-term. (4)
- 28 Many line managers do not embrace these concepts because they will lose "control." (1)
- 29 Change is better accepted when it is demonstrated by example. (3)
- 30 Work with employees to help them understand the direction (don't just hire "yes-men"). (1)
- 31 The Director is serious; but the field offices lose the seriousness of it with the day-to-day struggles of workload, money, staffing, resources, etc. (6)
- 32 We are too entrenched in manuals and over-restrictive policies to move forward. (1)
- 33 Because of people protecting themselves, very little will be done to reduce administrative workload and get money to RA. (1)

*The number in parenthesis indicates the number of responses for each comment.

QUESTION NO. 6 (Continued) - Based On Your Experience At The Summit, Do You Believe BLM Is Serious About Implementing Changes Directed Toward Meeting The Summit Themes?

- 34 No. BLM is not at all serious about implementing change. (1)
- 35 We are still patting ourselves on the back from the Summit; but little is being done (too much rhetoric). (8)
- 36 Be careful, not all change is progress. (1)
- 37 Did not attend the Summit. (1)
- 38 Letting troops know they will have to do more with less...and frankly, they choose the projects they need to work on to benefit ecosystem management. (We can't continue to do everything unless we are given more funds and staff.) (1)
- 39 Some of the Summit Themes make long processes much longer. (1)
- 40 Range Reform may cripple these efforts. (1)
- 41 The BLM managers I've communicated with since the Summit have indicated strong support in making changes quickly. (2)
- 42 Yes - we are spending a lot of time meeting indoors in the middle of field season. (1)
- 43 More input is needed on the "Blue Print for Change" - comments are not being considered seriously. (1)
- 44 No - until BLM upper management is willing to address politics in an honest manner. (Summit was just words.) (2)
- 45 Not sure - interested to see what happens. (4)
- 46 We will all be disappointed if BLM doesn't do something because we've communicated to our employees about it. (6)
- 47 I am serious about making it work. (5)
- 48 Yes - but have questions about how to weigh commodity production vs. long-term sustainability. (1)
- 49 BLM is not being fair - it seems BLM is more in favor of environmentalists than for land-users. (1)
- 50 There's an attitude that "this too will pass." (1)
- 51 Stop lying about moving 600-700 positions to the field. This will never happen. It was clear at the Summit that a real reorganization won't happen -- all serious questions were avoided. (1)
- 52 Inverting the pyramid (empowerment) means to employees that they have no responsibility to their supervisor or State Director - we need to address this and perhaps provide training. (1)
- 53 We are expending a lot of time, funding, work months and other resources across BLM to assure that it happens...so it better. (1)
- 54 With all these initiatives, it is hard to believe BLM is not serious. (1)

QUESTION NO. 7 - How Can We Communicate To All Employees That The Organization Is Serious About Change?*

- 01 Items like Director's Weekly All-Employees Letter. (23)
- 02 Need to do a better job of collaborative leadership at all management levels. (6)
- 03 Better use of ELT meetings is a start. (4)
- 04 Start at the top; WO and SO need to be committed, supportive, involved, and they need to lead by example (just saying it won't cut it). (62)
- 05 Let's see change (walk the talk). (49)
- 06 If people don't feel they can take action/implementation; then "coupons" are no good. We need on-the-ground support. (13)
- 07 Show progress; give examples of what others are doing so we can show them that change is real. (27)
- 08 So far, everything is "warm and fuzzy" with little meaningful application - if we see results; we will be more responsive. (3)
- 09 A major setback with mini-summits is that employees are tired of being told what we should be doing and at the same time are being asked what to do...They would like to see implementation of ideas for once. (3)
- 10 Make your actions speak for you...instead of pulling decisionmaking from the properly delegated level. (8)
- 11 Employees are confused with all the initiatives currently being developed. (1)
- 12 Remember that change is a continual process; it doesn't happen overnight. (4)
- 13 Make small changes/simple improvements instead of trying to change everything at once. (5)
- 14 Eliminate districts, like Alaska did. (1)
- 15 Reward innovators and risk-takers. (12)
- 16 Demonstrate that all five themes are equally important. (2)
- 17 It seems diversifying workforce is becoming more important by putting females in senior management positions...in which they may not be ready for. (1)
- 18 Help us identify tasks/responsibilities that can be postponed or eliminated...we can't do everything at once. (3)
- 19 Push FOS implementation by October 1, 1994. (10)
- 20 Adopt AZ budget process and philosophy. (1)
- 21 Director needs to visit field offices. (3)
- 22 Get rid of those who refuse to change and replace them with enthusiastic, open employees. (7)
- 23 Total support and action at all levels. (2)
- 24 Keep it simple - Cut red tape and do it. (6)
- 25 Stop focusing on change - our goal isn't change, it is improved services and continued good work. (1)
- 26 BLM is responsible for managing public lands for the benefit of the public. Stop concentrating on "Making Dust Instead of Eating It" and start doing the right things for customers, not internal flashy programs that already take up our limited resources. (2)
- 27 Need to communicate "how" themes should be implemented. (6)
- 28 EM is not about drawing lines on a map; it is a management philosophy which means decisions should be geared toward managing the current resources to provide healthy landscapes for the future. (1)
- 29 Case In Point: The WO contacted our SO asking the RA to make a presentation on EM with one of the Partners; when the SD found out, he went to WO...so much for empowering employees. (1)
- 30 Get rid of personnel departments. (1)
- 31 Cultural change is needed in BLM...it takes time. I am reminded of my children when they ask me if they are adults yet; my response is, "When you are an adult, you will know and you won't have to ask." (1)
- 32 Give the DOs and RAs support (financial, training, and otherwise) to implement and focus on themes. (8)

*The number in parenthesis indicates the number of responses for each comment.

QUESTION NO. 7 (Continued) - How Can We Communicate To All Employees That The Organization Is Serious About The Change?

- 33 Constraints are being put on field-level offices for reorganization/restructuring, and now I question that anything worthwhile will come of this; except money and time wasted. (6)
- 34 Give more staffing and funding to RA level. (3)
- 35 Work on removing obstacles and work on one issue at a time. (2)
- 36 Inverting the pyramid means clearly acknowledging that first line/field offices are the most critical point for serving the public and resources. (1)
- 37 Park Service is recommending a mid-level support office without line management authority. (1)
- 38 The HQ proposal for home base concept/matrix management should become a model for field offices. (1)
- 39 Become more critical of half-hearted efforts. (1)
- 40 Acknowledge employees for good work. (2)
- 41 Everything the leadership in this agency does is scrutinized by employees - therefore, it is incumbent upon us to consider how decisions will look to employees. (1)
- 42 Maintain enthusiasm and support - especially those managers who are supporting the goals. (6)
- 43 The propaganda surrounding the Summit success isn't believed. The survey assumed the Summit was successful - the logic is faulty and the outcome is flawed as a result. BLM professionals can only hope to survive this leadership another 2 years. Since this comment was unsolicited and contrary to what you would like to hear, it will promptly be trashed. (1)
- 44 Field experience would help in the Directorate. (1)
- 45 I thought I understood the themes from Summit; but WO continues to confuse and stall progress. (1)
- 46 I would slow down and implement the basic reorganization strategy, complete the buyouts; then shift everything down to the lower organization for implementation. (1)
- 47 Put out a Summit implementation letter to update what's going on Bureauwide. (4)
- 48 Change FACA so we can improve communication with public. (1)
- 49 Respond to employees who have submitted ideas/suggestions. (2)
- 50 Place actual and measurable responsibility and accountability with specific individuals. (4)
- 51 Conduct mini-summits in each state so they can get as enthusiastic as we did. (3)
- 52 Listen to what the AMs have to say. (1)
- 53 Do not reward "old-school" practices/management. (1)
- 54 We have communicated change. (1)
- 55 Change old ways for better ways. (1)
- 56 A summit is a means to something - we are billing it too much as an "end." (6)
- 57 The mini-summits are perceived to be a smoke-screen until employees see some action. (2)
- 58 Change the behavior of managers when dealing with HR issues. (1)
- 59 Staffs are angry with all the work heaped on them while there are reductions going on. (1)
- 60 The new summit videos and information was very well done - excellent work. (1)
- 61 Need to be in "high regard" with ourselves (internal customers). We treat external customers better than internal customers. (3)
- 62 Please inform employees that organization change is more important than resource management - there's a lot of field work programmed for August and September that won't be done because of all of this. (2)
- 63 We highlighted things our office was doing already that was consistent with Summit Themes. (1)

QUESTION NO. 7 (Continued) - How Can We Communicate To All Employees That The Organization Is Serious About Change?

- 64 Call other offices and share information on change (what works/what doesn't). (1)
- 65 Contract out for professionals who teach courses on dealing with resistance to change. (1)
- 66 Message was "keep it simple," yet the reorganization effort and other procedures are still cumbersome (i.e., WO surname process). (1)
- 67 Message was to empower field to make decisions, yet there is still much micro-management and review at upper levels. (2)
- 68 Change attitude from what we are doing wrong - to what can we do better (very negative approach). (1)
- 69 Let's be known by our deeds and stay out in front. (2)
- 70 BLM needs to communicate by sustained, consistent action. (1)
- 71 The SDs need to follow in Director's footsteps - communicate and follow-through by action. (1)
- 72 Implement Range Reform. (1)
- 73 WO needs to support field-level reorganization plans. (1)
- 74 No matter what is said or done, some people just aren't going to believe the sincerity of commitment to change. Change for these people has to be considered big and major for it to be considered change. (2)
- 75 Employees who have been here for awhile are cynical - show some action. (3)
- 76 Top management needs to roll up their sleeves and get involved, not just direct. (1)
- 77 Provide a future for the professional-series employees stuck in lower-graded (GS 9/11) positions who have little opportunities for promotion. (2)
- 78 The reorganizational goal of having one supervisor to fifteen employees will negatively impact the field offices (DOs and RAs). (2)
- 79 BLM leadership must support the western Oregon ROD and the science used in it; without that leadership we are sacrificing science to political expediency. (1)
- 80 Involve employees in committees and teams; give them the opportunity to help make changes. This will build commitment. (2)
- 81 The Summit was an excellent example of how BLM should perform in the future. (1)
- 82 Paper memos don't provide interaction necessary to affect change in an organization as large as BLM. (2)
- 83 I don't think communicating that BLM is serious about change is a problem - the problem will be how to manage the change in such a way that it doesn't destroy the Bureau's strong points. (1)
- 84 If you (Director) have to make a difficult decision, tell us how you have struggled with it. It is impressive to most people when leaders reveal a bit of themselves, their struggle with conflicting needs and demands, etc. (1)
- 85 Make sure definition of "on-the-ground" is at RA level. (1)
- 86 The daily pressure of "business" makes it difficult to spend a lot of time on this endeavor...but it is important and we need to make the time. (1)
- 87 Provide direction and continuity to the field for their reorganization. (1)

The Summit Organizers are interested in knowing how well information from the Summit was communicated, and how it is being incorporated into everyday work functions. Please take a few minutes to answer the following questions. Complete confidentiality is assured. A Response is required by August 15, 1994.

A return address is provided on the back of the survey form. No postage is necessary.

1. Please circle the state you are in (i.e., if you work at the Fire Center, circle Idaho):

- | | |
|----------------|------------------|
| Alaska | Nevada |
| Arizona | New Mexico |
| California | Oregon |
| Colorado | Utah |
| Eastern States | Wyoming |
| Idaho | Washington, D.C. |
| Montana | |

2. On a scale of 1 to 5, where 1 is Not At All and 5 is To A Very Great Extent, how would you rate your understanding of each of the following Summit Themes?

| THEMES: | UNDERSTAND THEMES | | | | |
|------------------------------------|-------------------|---|---|---|---------------------------|
| | Not At All | | | | To A Very Great Extent |
| Collaborative Leadership | 1 | 2 | 3 | 4 | 5 |
| Serving Current and Future Publics | 1 | 2 | 3 | 4 | 5 |
| Maintaining Healthy Ecosystems | 1 | 2 | 3 | 4 | 5 |
| Diversifying Our Workforce | 1 | 2 | 3 | 4 | 5 |
| Improving the Way We Do Business | 1 | 2 | 3 | 4 | 5 |

3. How did you disseminate the information from the Summit to your staff? Check all that apply. List other methods used in the space provided.

| METHOD OF DISSEMINATION: | USED METHOD | |
|---------------------------------------|-------------|----|
| | YES | NO |
| Staff Meetings | | |
| All Employee Meetings | | |
| Circulated Information/Hand-outs | | |
| Circulated Personal Notes from Summit | | |
| Interactive Employee Meetings | | |
| Discussion Groups | | |
| Conducted Mini-Summit Sessions | | |
| Other _____ | | |
| Other _____ | | |

Information about the Summit was NOT disseminated to the staff.

4. What changes have you made to work toward meeting the Summit Themes?

5. What additional changes (if any) do you anticipate making in the next 4 to 6 months to work toward meeting the Summit Themes?

6. Based on your experience at the Summit, do you believe BLM is serious about implementing changes directed toward meeting the Summit Themes?

7. How can we communicate to all employees that the organization is serious about change?

Thank you for your input!

Please fold the survey form in half. The return address and postage have been provided.

REALITY,
CHALLENGE,
AND
SELF-CONFIDENCE



Remarks by
Mike Dombeck
Acting Director
Bureau of Land Management

Presented to
the BLM Executive
Leadership Team
Denver, Colorado,
February 7, 1996



The year 1996 marks the 50th Anniversary of the Bureau of Land Management (BLM) and the 20th Anniversary of the Federal Land Policy and Management Act (FLPMA) signed by President Ford in 1976. FLPMA is a commitment that our public lands will, in general, be retained by the American people and managed in perpetuity for future generations. This agency has a long history of accomplishment, innovation, and dedicated employees. The designation of BLM's first National Conservation Area, the Kings Range back in 1971, is just one example.

Today, we find ourselves in a climate of uncertainty and uneasiness. The challenges seem enormous. As we proceed this year, I want you to do three things—the three primary things I want to talk about today.

- 
- Give yourself and your coworkers credit for the many accomplishments.
 - Be a realist about our challenges and deal with the future in a positive way.
 - Focus on priorities—the days of doing more with less are past.

Accomplishments

Looking back over the two years since Secretary Babbitt asked me to take this job, I am honestly amazed at our many accomplishments. We have had failures and always will. But sit back and think about what you, the innovative and hard working employees of this agency, have accomplished.

First, we held the BLM Summit, a historic meeting of all of our line managers and over 100 outside participants, including folks from State, tribal, and local governments, user groups, academia, and the media. Based on the discussions at that meeting, we developed the *Blueprint for the Future*, an integrated, interdisciplinary vision for the future of the public lands and the BLM.

That *Blueprint* has survived, even in a period when everything else around us seems to be undergoing colossal change. We have witnessed a sea change in the political landscape. The changes wrought by the 1994 elections are driving an aggressive re-examination of all our national priorities. But the *Blueprint* is as valid, visionary, and relevant today as it was before the 1994 election. I want to thank everyone who contributed to it and ask that each of you go back and read it again. The *Blueprint for the Future* is our guiding document.

Second, we streamlined the organization and reduced administrative overhead. Mandated personnel reductions are occurring at the BLM Washington Office and the State Offices. At the Washington Office, for example, the number of employees has declined over the last few years from 515 to about 320. The same trends are occurring at our State Offices.

These changes are indicative of an important long-term transformation in our organization. In Fiscal Year 1993, less than two-thirds of the BLM was engaged in operational-field work and more than one-third was doing what Vice President Gore's National Performance Review

defines as headquarters and administrative type work. Today, we have improved that ratio to 70 and 30 percent, respectively. Our goal is to have 80 percent of our funding allocated to operational-field work by 1999 or sooner.

Knowing that our goals are the health of the land and service to customers, my message has been to move the money and the resources to the ground. We want more people doing on-the-ground work with less administrative oversight. If you are reviewing things for individuals at other levels of the organization, **STOP** doing that. Go out there and help them do it right the first time. Our commitment is to the land and to the people. We can't afford to do everything at every organizational level.

Third, we did the heavy lifting on many Administration and Secretarial initiatives. Think about what we've done:



- Just three years ago, there was absolute gridlock in the Federal old growth forests of the Pacific Northwest. Working with the Forest Service and other partners, we successfully completed and are now implementing an interagency management plan covering all of the Federal forests west of the Cascades. This is a genuine landmark in natural resource management. It is the kind of thing your children are going to be reading about in their natural resource management textbooks in the coming decades.
- We teamed up again with the Forest Service in Idaho, Oregon, and California to develop and



implement PACFISH — a scientifically based watershed approach to management that is improving and maintaining habitat for rare salmon and steelhead species, and hopefully heading off costly litigation.

- Under extremely challenging circumstances, we also developed new rangeland management regulations. Working with the Western Governors, we are now implementing these regulations through recently chartered Resource Advisory Councils (RACs), a truly historic experiment in public land management built on BLM's culture of working with people. The pioneering work of BLM Colorado with RAC concepts has been especially helpful in the process.

Last week the leadership of the Public Lands Council of the National Cattleman's Association told Assistant Secretary Bob Armstrong and me that they support the RACs. They recognize the importance of all interests working together.

These RACs are citizen-owners and are taking a responsible, active role in helping BLM set long-term goals for the public lands, lands owned by all Americans. I strongly encourage the citizens who are serving on these RACs all across the West to take this responsibility very seriously. The BLM is listening.



- We embraced Vice President Gore's National Performance Review to make government cost less and work better. In recognition of our accomplish-



ments BLM received five Hammer Awards from the Vice President for work in Montana, Montana's Belle Fourche Office in South Dakota, Idaho, New Mexico's Tulsa District Office, and the Joint Pipeline Office in Alaska. In addition, we received two Interior innovation awards for helping design the government purchase card program and for work in Alaska's Glennallen District Office.

- Working with a variety of other Federal agencies, we recently completed the Federal Wildland Fire Management Policy and Program Review. It recognizes, among other things, that wildland fire is a natural event important to the long-term health of many ecosystems. Wildland fire is not all bad nor all good, but is a landscape phenomenon that ignores ownership or management boundaries.
- The policy reaffirms our commitment to the protection of human life and safety. Safety is and always will be our top priority. Every time. Every fire. And I ask everyone to hammer the safety message home so we'll never have a replay of the tragedy that we experienced in 1994.

Fourth, we continue to excel at implementing innovative approaches to resource management. For example:

In California, BLM worked with a wide consortium of agencies to develop a regional habitat conservation plan for multiple species in the Western Mojave Desert. This plan will save taxpayers' money, protect threatened species, and provide for responsible development.

In Arizona, BLM reduced its backlog from 50 proposed exchanges two years ago to a current roster of nine. This was done through the use of "feasibility reports" that allow for prioritization of exchanges in the State. Processing time has been reduced from 20 to 13 months per transfer.

BLM and the State Trust Administration in Utah exchanged State lands that possess critical habitat for the Desert Tortoise with public lands that would enhance Utah's future urban development needs.

In southeastern Oregon, local ranchers are working with BLM managers, conservation groups, and other Federal and State agencies to improve watershed health. In 1991, grazing on 523,000 acres of public lands faced a shutdown when the threatened Lahontan cutthroat trout was discovered. But implementation of a deferred rest/rotation grazing program helped return woody vegetation and green riparian areas, and improved water quality.

Today, trout populations are increasing and grazing plans developed by the working group have received four "no jeopardy" opinions from the U.S. Fish and Wildlife Service.

In New Mexico, BLM developed a cooperative agreement with the Forest Service, the Fish and Wildlife Service, the National Park Service, New Mexico Department of Fish and Game, State Parks and others to operate a public information center for maps and other information.

With respect to energy and minerals, last year oil and gas leasing on the public lands generated over \$40 million in

bonus bids for State and Federal treasuries. We adopted and are now implementing an acid mine drainage policy.

BLM Nevada helped us respond to the County Supremacy Movement, developing useful background information for our employees and reaching out to local officials in Nevada.

BLM Eastern States continued to successfully adopt out a significant number of our excess wild horses and burros.

In Wyoming, BLM developed a precedent-setting partnership with the State Historic Preservation Officer to share data and streamline cultural clearances and reviews. We want to emulate that success in other States.

Last month I had the good fortune to be in Laramie, Wyoming, for a celebration honoring "Big Al." No, I'm not talking about our Wyoming State Director; I'm talking about the fossil of a dinosaur called the Allosaurus. This is the first large carnivorous dinosaur fossil to be found intact. It was discovered on BLM-managed property by a group of Swiss collectors who thought they were on private land.

Big Al roamed the earth 150 million years ago — to put that in perspective, that was many years before Ed Hasteley began his career as BLM California State Director.

But if the dinosaur had not been found on BLM-managed land, and if our Law Enforcement people hadn't been so alert, the fossil would probably now be found in either

Japan or Europe in a private collection. Instead, “Big Al” will remain in the care of the University of Wyoming where it will be viewed and enjoyed by all Americans and studied by scholars worldwide.

The record of accomplishments goes on and on and on. And the keys to the success that we’ve enjoyed are that we have been creative and innovative—remarkably innovative—and hard working during a period of tremendous organizational change and uncertainty. These are the same traits that will get us through future challenges: innovation, creativity, and dedicated employees.

~ Change is All Around Us ~

Think back. When I accepted this position two years ago, the Clinton Administration was a year old and the Democrats were the majority party in Congress. The BLM had been growing for almost 50 years in budget, in personnel, and in statutory authority.

We now have a Republican majority in both Houses of Congress for the first time in over 40 years. We have a Democratic President saying that “the era of big government is over.” We’ve suffered two furloughs in the last two months and may be on a Continuing Resolution for the remainder of the year.

We face declining budgets—in real dollars—for the foreseeable future. And we face a significant number of proposals to transfer all or part of the public lands to others.

Nearly 30 separate legislative measures were introduced in the first session of the 104th Congress. For example:



- Transfer ownership or management responsibilities for the public lands;
- Utah wilderness designation;
- Grazing;
- Mining law reform; and
- Timber salvage.

It would be comforting to think that the current situation is an aberration, that things will revert to “normal” in the next Congress or administration. Comforting, but unrealistic. These changes transcend secretaries, administrations, and Congresses. The simple truth is that many of the same forces that led to corporate mergers, restructuring, and downsizing in the eighties are now being felt in the public sector—in the Federal Government, in State government, and in academia.

For us, the reality of the future is that personnel levels are going down. Budgets are going down. This will be true under any election scenario we can imagine. We’ve got to deal with it. The only prediction I can make is that the rate of change is going to increase.

This increasingly rapid pace of change is all around us, but no where more evident than in the world of technology. I read last month that scientists have more evidence than

ever to believe that there may be some forms of life on far away planets.

Planets are located in distant corners of the universe that we did not even know existed just a few years ago. A collection of 1,500 galaxies was found last month in the direction of the Big Dipper's handle. Wow! Talk about remote sensing—it's hard to top the Hubble space telescope.

A few weeks ago, I upgraded my home computer for the third time. I knew when I bought it before Christmas that before long it would be out of date. Now, just two months later, the same model is selling at a cheaper price, and even better, faster models are already available. That is the pace of change we are dealing with.

What is the key to survival? I think it's the same for organizations as it is for individual species and that's flexibility and adaptability. We've got to be nimble, to be able to adjust to change. Do you know how species avoid getting on one of those endangered or threatened lists? They remain flexible and adaptable, genetically plastic.

We've heard the prediction that the 1990's are going to be to the government what the eighties were to the private sector. And I think we can learn something about the future of government by looking at what is happening in the corporate world today. Each January *Forbes Magazine* profiles the best corporate organizations and looks at the key to their success. In the 1996 edition, Hewlett Packard is listed as number one, selected by peers. And here are some of the comments:



- “What they are really striving for is respect of their colleagues;”
- “They push each other to the limits of their talents;”
- “They spend a lot of time talking about values;”
- “They believe they create the future;” and
- “They believe in running a boundary-less company.”

Jack Welch of General Electric has been recognized year after year for his skills in management. He reorganized from assembly lines to work teams. His most recent innovation was the design of a new line of washing machines with 40 percent fewer movable parts. Think of the savings in manufacturing.

Chrysler amazes its competition with its ability to design and bring new models on line faster than anyone else without sacrificing quality.

The last corporation I want to mention is Kodak. They believed they were trying to do too many things all at once and couldn't afford to do any of them very well, so they went back to basics, back to their core business of photography. They also reorganized because they felt that the company's old functional lines enabled managers to blame other functions for failures. Today, they are organized in 10 operating units, each one accountable for its own profit and loss.

Any of that sound familiar? I think the lessons to be learned there are: to focus on the core business, then do it better and cheaper than anyone else.

Some people believe that market forces do not work in government agencies. I remember disputing that with someone during a course I took at Penn State some years ago. He said, "You government employees don't have to compete for anything." But there is one basic marketing principle that applies across the board — in government, in the private sector, anywhere. And that is, money comes from people wanting things, goods, and services. People pay for what they value. Money flows to the organizations that can satisfy their customers. We need to understand and utilize marketing. Marketing is simply identifying needs and filling them.

~ Looking Toward the Future ~

We must move forward with the Presidential/ Departmental initiatives and priorities. Several weeks ago Assistant Secretary Bob Armstrong organized a retreat to review accomplishments for 1995 and to set priorities for 1996. For the BLM, the following 12 priorities were identified and reaffirmed in the *Blueprint for the Future*.

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- Continue to implement the President's Forest Plan;
 - Grazing regulations:
 - Advance the Resource Advisory Councils; and
 - Restore riparian areas functioning at risk;



- Implement Departmental strategy to reduce the spread of noxious weeds;
- Implement the new Joint Wildland Fire Policy;
- Implement the Secretary's land exchange initiative;
- Promulgate use authorization and bonding regulations for hard rock mining;
- Implement oil and gas performance review initiatives;
- Continue to provide recreational visitor services;
- Administer recreation fee collection pilots;
- Implement the Interagency Desert Protection Agreement; and
- Evaluate diversity program effectiveness.

This is our priority work for this year and beyond. I expect you, the members of our Executive Leadership Team (ELT), to communicate these priorities to your employees and ensure that we as an organization accomplish them. By the end of the year, I want to be able to report to the Assistant Secretary and the Secretary that we were successful. These priorities are the most important efforts of our *Blueprint for the Future*.

I also want to be able to report to them that we continued to implement the *Blueprint for the Future*. We developed the *Blueprint* in 1994 following the Summit. Last year, we

sort of tried it on for size, using it to establish priorities and discuss accomplishments. Judging from the comments that I've heard from people both inside and outside of the organization, we generally like the fit. This year, we have to translate the *Blueprint* into terms that are truly meaningful to on-the-ground operations.

The discussions the ELT is having this week about the long-term budget picture and about Bureauwide priorities, the workload analyses that each of you is going to complete over the next month, and the resulting decisions in March are crucial to making the *Blueprint* an operational reality. I also want each of you to be relentless on cost cutting in every activity. Dollars saved are coworkers' salaries. I look forward to hearing the results of this next month. Just remember, everything we do in the BLM should further the *Blueprint*. If it doesn't, we shouldn't do it.

And I want the ELT to continue to improve the division of labor and communications between the Washington Office and the State Offices and among the State Offices. The Washington Office should be our ambassador.

- 
- Communicating field successes to the Department, the Hill, our constituencies, and the public;
 - Building national coalitions;
 - Communicating new legal mandates and administration priorities to the field;
 - Being responsive to the Assistant Secretary, the Secretary, the White House, and the Congress.;



- Running interference for the field when members of Congress demand actions for which they have not given us the resources.;
- Supporting decisions based on good science and common sense.;
- Facilitating regulatory and legislative changes needed to help us do our job better; and
- Most important of all, delivering the budget.

If the Washington Office fails at these functions, the field offices will not have the resources and other support it needs to get the job done. State and field offices are going to have to:



- Rely on each other for operational advice and technical information;
- Share scarce skills and organizational resources;
- Serve our customers on the land; and
- Maintain the health of the land.

We must improve our ability to work together. There's a fire on the range. And, as any westerner knows, you can't fight a range fire ranch by ranch. We need to continue to move away from linear processes and approaches and move toward the truly interdisciplinary - quantum approach, working with people in everything we do. And working with people is one of this agency's strengths.

These are trying times. Trying times to be committed to sound resource management. Trying times to be a civil servant. Innovation got this agency through the last 50 years and it will get us through the next 50.

Remember to celebrate our many accomplishments; be a realist about the future; and focus on priorities. We must also remember our core beliefs as professional resource managers.



- A belief in managing resources for the long term;
- A belief in the need for open discourse grounded in good science and common sense for the common good;
- A belief in working across the fence lines;
- A belief in the need for effective government programs; and, above all,
- A belief in the importance of public service.

We also must remember that ours is a sacred trust. The resources depend on us. Local communities depend on us. Future generations depend on us.

The public lands, and the resources they contain, are a legacy we inherited from our forefathers. Our collective challenge is to pass them on, unimpaired, to our children.

Thank you for your help.



*The Bureau
of Land Management
sustains the health,
diversity, and
productivity of
the public lands
for the use
and enjoyment
of present
and future generations.*

